

National Civic Review

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Volume XLIX, No. 4

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News of the League

Awards Given at Gala Affairs

During the past two months eleven cities from the state of Washington to the Commonwealth of Puerto Rico have celebrated with banquets, luncheons, mass meetings and other presentation ceremonies their receipt of an All-America City award.

Representatives of the National Municipal League and *Look* Magazine, co-sponsors of the annual contest, were on hand to present the citations to the cities for progress achieved through intelligent citizen action. The raisings of the All-America City flag, the dinners and other events were well attended by prominent officials of local, state and federal government, business, civic and military leaders, plus the ordinary citizens whose achievements had earned this national recognition.

A gala banquet at the Caribe Hilton Hotel was the high point of festivities in San Juan, Puerto Rico. The first city from the Commonwealth to be so honored received its award from League Vice President John S. Linen and Gardner Cowles, founder and editor of *Look*.

Lamar, Colorado, received its plaque

designating it an All-America City at a banquet held in the new municipal building, one of Lamar's achievements that helped win the award. Despite a heavy snowfall for two days previous to the event, 600 people were on hand to see League Council member A. Earl Bryson present the citation.

A Court of Honor, consisting of eleven pedestals, each representing a winning city, was the feature of a luncheon at Norfolk, Virginia, to which the mayors of the other winning communities had been invited. Among the 1,300 in attendance were U. S. Senators Harry F. Byrd and A. Willis Robertson. Cecil Morgan, past president of the League, made the presentation at this "biggest civic affair in Norfolk's history."

An All-America City queen contest, a "Citizen Salute" revue, special newspaper edition and a banquet were some of the festivities Fargo, North Dakota, used to initiate a year-long series of events keyed to the city's All-America designation. Congratulations were ex-

(Continued on page 223)

An overflow crowd assembled in the flag-draped Exposition Building of Solano County Fairgrounds as Harold S. Shefelman of Seattle presented All-America award to Vallejo, California.

—Vallejo Times-Herald Photo





A parade of flags, above, each bearing the name of a community within the Municipality of Metropolitan Seattle, highlights award presentation banquet.



At left, League Vice President John S. Linen (left) and Gardner Cowles, editor of Look Magazine (right), presents San Juan award to Colonel Rafael Giménez de la Rosa and City Manager Felisa Rincon de Gautier.

—San Juan Star Photo

Below, Winston-Salem school children prepare exhibits showing their appreciation of the reasons their city won All-America Cities award.



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Editorial Comment

Tearing Down Barriers

EDITOR'S NOTE.—The editorial below is the address of Colonel Rafael Giménez de la Rosa, president of the San Juan Lions Club, at the banquet where an All-America City award was formally presented to San Juan, Puerto Rico, February 16, 1960.

THERE are moments when pride and humility are inseparable. This is one of them. The designation of San Juan as an All-America City evokes a deep pride in every one of us who had a direct part in achieving it. It evokes in every person in this room pride and satisfaction in what the award will mean in the life of a city and of a people.

We are humbled at the same moment by a keen awareness of the spirit and vigor of the people who have ultimately made all this possible. I am talking not about a handful of civic leaders nor even of a thousand volunteer workers but of 600,000 people who are the heart and soul of San Juan and of the 2,300,000 people who are Puerto Rico.

By his joy in living, by his love of community and by his willingness to work and sacrifice for the common good, every one of our people has played a role in winning this award. San Juan's triumph is evidence of the determination of Puerto Ricans everywhere.

Two decades ago, Puerto Rico was called the "Stricken Land." Our people were poor. Many were sick—some with diseases of the body, others with the crippling disease of illiteracy. Puerto Rico was then a pretty island, without real beauty, a calm island without real peace.

It might have been easy to end the story there, to give up and admit that Puerto Rico was destined forever to be the "Poorhouse of the Caribbean."

But the spirit and the vigor of our people shaped a different course for us. Determined leaders exhorted the people: "Manos a la obra"—"Hands to the work"—and the people rolled up their sleeves and went to work. They began to win the battle against poverty. They eliminated killing diseases. They rolled back the veil of illiteracy. In twenty years Puerto Rico was transformed from the "Poorhouse" to the "Showcase of the Caribbean."

Is there any wonder that to live in Puerto Rico is constantly to hope and always to be sure that hope is not futile, that hope generates action?

That is the physical side of man's struggle to be human, to be truly free. There is no freedom for the hungry, the sick, the illiterate. As we win each of these battles a new and bigger job looms ahead of us. The All-America City award is not only formal recognition of a job well done but the promise and foundation of tomorrow's task.

In the years ahead, San Juan will turn its attention toward assuring the good life for all its people. The good life as we understand it is one in which the wonders of the creations of the human spirit are at least as important as the pleasures of the productions of human technology. It is a life in which men are fulfilled

but not sated. To this task the All-America City dedicates itself. It is for this end that all cities and towns are ultimately created.

Doña Felisa [City Manager Felisa Rincon de Gautier], with pride in my heart, in the name of my associates who have worked with me, I present this award to you. In its own way, it will tear down walls and barriers thrown up by narrow

minds and myopic eyes. As it unites the people of San Juan with those of Winston-Salem, Seattle and all other All-America Cities, it will also unite Puerto Ricans all over the United States with their fellow American citizens.

The people of San Juan have earned the designation of All-America City. Keep it in trust for them.

Time Off for Politics?

THE greatest danger to the future of free enterprise, according to Robert Bliss, New York public relations consultant, is the political impotence of U.S. business.

"This impotence," he said, "is self-induced. Corporate policy, historically preoccupied with near-term profits, has postponed the discharge of long-run responsibilities to the republic. Foreclosure of this deferred obligation is threatened by the general failure of businessmen to engage as individual citizens in the political life of America. The consequences are obvious, and perhaps tragic."

It has been shrewdly if somewhat cynically suggested that ours is a government not of law but of lawyers. Surely articulate business voices should be heard in the state legislatures and in Congress in at least equal volume as attorneys' voices.

But we should like to suggest that there is more to the reluctance of U.S. businessmen to enter politics than the reasons given by Mr. Bliss. Certainly there are many self-employed businessmen who could find sufficient time and who are well

heeled enough. The lawyer in politics is a venerable American tradition, one stemming from our frontier experience when the lawyer, the doctor and perhaps the school marm were the only educated folk in the community (as compared, e.g., to France, where the educator and, to a growing extent, the businessman, are active in departmental and national affairs). The rough and tumble, the give and take, of the county courthouse have served to silver the tongue and thicken the hide of many a lawyer, schooling him well in the trials and techniques of politics.

Let's have more businessmen in politics to be sure. But let them, for the sake of the business climate and indeed for the entire welfare, be men divorced of parochialism, free of a special interest taint—even if their political bedfellows may not be; and let them be men fully aware of the realities of the twentieth century, apprised of the changing role of the United States in a world that is by no means sharply divided between communism and capitalism.

Reprinted from *Fairfield County (Conn.) Business*

Light on Our Streets

Crime and traffic accidents cut down, business boosted when improved illumination is provided.

By ROBERT O'BRIEN*

IN Cleveland, Ohio, in the shadows of a dimly lighted street a few blocks from her home, an eight-year-old girl on an errand for her father was attacked and brutally murdered by a sex killer.

On New York's west side, five minutes' walk from the midnight blaze of Times Square, a roving gang of juvenile delinquents fell upon four boys and a girl sitting in an unlighted playground. The girl screamed; the gang scattered into the night. Two of the boys stumbled from the playground dying of knife wounds.

In Flint, Michigan, a schoolboy bicycling home through the autumn dusk was hit by a car and killed. "The light was bad," the driver said. "By the time I saw him it was too late."

In Gary, Indiana, many housewives refused to shop downtown after nightfall. "On those dark streets and parking lots anything could happen," one of them explained. "We stay at home where we're safe."

Do these cases sound familiar? Are the streets and parks and playgrounds of your community safe

after dark? If not, what can you do to make them safe?

One by one, a district at a time, the communities mentioned above began to fight back with bigger, better, brighter street lights—powerful new filament, fluorescent and mercury vapor lamps that can cast a light 325 times brighter than a full March moon. Cleveland's shocking murder took place on New Year's Day 1948. Before the week was out a delegation of Cleveland clubwomen and mothers grimly marched into the mayor's office and refused to budge until they got action. At the next election the aroused city voted a six-year, \$1.5 million street lighting improvement program. And for more than a decade Cleveland utility companies have tacked on another \$500,000 a year for additional new equipment.

As the new lights went on, nighttime crime rates dropped immediately in the districts with improved lighting. By the end of the program, the effect was city-wide: assaults on women after dark were down 44 per cent; nighttime street robberies had dropped 27 per cent. "And we've not only held our gains," says Anthony Nichols, acting chief of Cleveland's Bureau of Street Lighting. "The crime rate has continued to go down almost 4 per cent each year."

After the juvenile gang murder,

*Mr O'Brien was a newspaperman in Vermont, Nevada and San Francisco before becoming a staff writer for *Collier's*. He later turned to free-lancing and his stories have appeared in most of the major magazines, including the *Reader's Digest*, *Life*, and *Esquire*.

New York authorities immediately installed all-night floodlights in twenty Manhattan playgrounds and launched an eighteen-month program to provide powerful, new, mercury vapor lights for districts with high crime rates. They knew from experience that bright lights combat crime. In May 1957 they had installed high-wattage street lighting in five notorious spawning places of after-dark violence and vice. Over the next two years the incidence of murder, assault and rape in these districts dropped 49 per cent. Other adult crimes decreased by 18 per cent. Juvenile delinquency complaints declined 30 per cent.

Flint in 1956 and 1957 installed high-level lighting for their Civic Center and at 40 dangerous intersections, plus six miles of downtown fluorescent lighting. In the first six months of improved lighting, after-dark traffic accidents tumbled 52 per cent. The year after the project was completed, 1958, Flint won honors from both the National Safety Council and the Institute of Traffic Engineers for its record of traffic safety.

In a six-week period just before modernization 94 felonies and misdemeanors were committed after dark in downtown Flint and along Saginaw Street; in the same period the next year, only 38 of these crimes were reported in the test area. "The results of the new lights have far exceeded our expectations," says Police Chief George Paul. Flint merchants have reported a sharp upswing in night sales. "Brighter street lights," one says, "have given

downtown Flint new life after dark."

Citizens of Gary demanded better street lights in 1952 and since then have elected two mayors whose campaign promises included modernization of the city's lighting system. Both have kept their word. More than 5,000 new mercury vapor lamps have replaced old-fashioned incandescent bulbs along every mile of Gary streets. Night traffic fatalities dropped from 43 in 1952 to fifteen in 1958 and fourteen in 1959. One 27-block stretch of heavily traveled U.S. Highway 12 within the city limits previously accounted for from two to five pedestrian traffic deaths a year. Since installation of the new lights not one fatality, nor even injury, has occurred there. Criminal assaults have decreased 70 per cent, robberies 60 per cent. "A good street light is as valuable as a good policeman and a lot cheaper," says Gary's police chief. Last year for the first time in years Gary parents let their children roam the streets singing Christmas carols after dark.

* * *

Comparatively few Americans can feel this secure and carefree. To residents of poorly lighted neighborhoods night brings little mystery and enchantment, even less peace of mind. Instead, down every street lurks a traffic death. Every shadow is the prowler's hiding place. Yet it's hard to realize how poorly lighted and dangerous most residential streets are at night.

One cold, starless evening a few months ago I visited General Electric's twelve-acre outdoor lighting test center at Hendersonville, North Carolina. A GE engineer and I stood

in the meager glow of a street light on a make-believe neighborhood street. It has the familiar lighting typical of thousands of American residential streets—2500-lumen incandescent lamps with old-fashioned, fluted sheet-iron reflectors, spaced 400 feet apart.

"Now watch," the engineer said. He started walking down the street. Seventy-five feet from where I was standing he disappeared in a No Man's Land of darkness. Although I knew he was there, I could see nothing at all. A moment later he came into view again, in the light of the next street lamp.

Suddenly the outdated incandescents blinked out. Modern safety code lighting blazed on—new 6000-lumen filament street lights, high above the pavement, hung well out toward the center of the street and 200 feet apart. The engineer started back. He was clearly visible every foot of the way.

We made another sobering test. Engineers cut the lights on the street. One of them parked his sedan at the curb, without lights, on a blacktop asphalt pavement and bent over his outside rear tire as if changing a flat. I got behind the wheel of a 1959 station wagon with perfect headlights; starting from a measured 1000 feet away, I drove slowly toward him from behind. I covered half the distance without seeing anything in the dark road ahead. Then, 450 feet away—the distance you travel in five seconds at 60 miles an hour—I caught the red glitter of tail reflectors. I was within 300 feet before I distinguished a car beside the road. And, even

with my brilliant headlights, I was a bare 130 feet and only a second and a half away before I saw the man crouching at the rear wheel.

When the engineers turned on the recommended code lighting—20,000-lumen street lights staggered 75 feet apart on opposite sides of the road—the parked car was in sight the entire distance of 1000 feet, plenty of room in which to slow down and give it safe clearance. The figure bent over the rear wheel came distinctly into view at 300 feet.

* * *

In spite of spectacular advances in lighting engineering, communities by the hundred and highway miles by the thousand are still as dark as they were in the bygone era of Edison's patented platinum lamp. Fewer than twenty of some 18,000 incorporated towns, villages and cities in the United States have boundary-to-boundary street lighting that meets the minimum code levels approved by the American Standards Association.

Crime and carnage are the result. Police say that 73 per cent of the nation's murders, assaults, rapes and muggings are committed after dark and that inadequate street lighting is a factor in half of them. According to Edmond C. Powers, education director of the national Street and Highway Safety Lighting Bureau, studies conducted over a period of the last fifteen years show that substandard lighting is responsible for 10,000 after-dark traffic deaths and half a million injuries every year.

The cost in dollars alone, not to mention human suffering, is appalling—and needless. Annual national

losses from night crimes run well over \$7.5 billion. National Safety Council figures say that in lost wages, medical expenses, property damage and insurance overhead, nighttime traffic accidents each year cost the nation close to \$2.5 billion, making a total loss of at least \$10 billion. The tragic irony is that good street and highway illumination would save most of this.

And what would good illumination cost? Depending on where you live, your present per capita share of the nation's street and highway lighting bill runs between 90 cents and \$1.40 a year. Lighting experts say that an additional \$340 million a year—an average of less than \$2 a person—would assure safety code lighting for every mile of street in the nation's cities and towns, plus adequate lighting for intersections, turn-offs, interchanges, underpasses and other danger spots on the big open highways. This would pay not only for the installation of new equipment but also for amortization of its cost and power charges as well.

No community on record has ever felt cheated by better street lights. At a cost of \$378,000, bustling little McPherson, Kansas, (population 9556) recently completed a four-year improvement program that made it one of the fourteen best-lighted communities in the nation. Townspeople claim it would have been cheap at double the price. Since the last of the new lights were turned on last August the town has gained national attention as "the town that eclipsed the moon."

"Interest in McPherson as a possible plant location site has doubled

since our new lights were installed," says Fred D. Diehl of the town's industrial development board. "Inquiries from responsible firms of national stature are coming in at an average of two a month." Attracted by the town's progressive approach to street lighting and other city-wide improvements, a California manufacturer of trailer coaches is building a branch plant there with a starting payroll of about 175. Three other national concerns are currently considering it among their top choices for expansion sites.

* * *

Nighttime shopping has increased. Says one Main Street clothing merchant, "The new lights have boosted our after-dark sales 10 per cent. Furthermore, people have been coming in from the outskirts of our trading territory that never shopped in McPherson before." Crime has all but ceased. Before the new lights, the town's residential district averaged 30 nighttime cases of prowling, window-peeping and burglaries a year. Today, the incidence of these offenses is down 92 per cent. In contrast, one economy-minded Wisconsin community decided to save \$3200 a year by turning off its street lights at 11 P.M. The first night of the schedule, twenty homes were robbed.

Take a look at the street lighting in your neighborhood, your town. Are the lighting fixtures out of date? Do they throw light against walls and into the air rather than where it's needed—on the streets and sidewalks? If they leave shadow areas—as sometimes happens with old-fashioned lighting on tree-lined

streets—they're dangerously inadequate. Ask police to pin-point intersections where the highest percentage of traffic accidents occur after dark and the neighborhoods reporting the most night prowlers and burglars; these places are almost certain to be dangerously underlighted.

Is the lighting on your streets uniform, or does it create alternating patches of darkness? Does it throw confusing reflections off wet pavements? If you have ever driven at dawn, you may have noticed how the glare of headlights diminished in the waxing strength of daylight. This is because the stronger light of day "washes out" the contrast. Similarly, good, high-level lighting washes out or diffuses the brightness of fixed electric signs and oncoming headlights.

Does your street lighting—as it should—achieve this helpful reduction of contrast? Does it clearly illuminate street and road signs and thus keep to a minimum the hazards of these critical zones of "driver indecision?" Drive along your city streets and watch for a momentary loss of vision when leaving lighted areas, a fleeting blindness while your eyes adjust to the sudden dark. This is a danger point. Street lighting should taper off to give your eyes time to change focus. Depending on your age and other factors, they may need two seconds, ten seconds or even five minutes to adjust to a sudden change of light.

It isn't necessary or even desirable to relight an entire community in one big crash program. In 1956, far-sighted citizens of Rockville, Connecticut, (population 10,100)

started a street-light improvement program by installing 50 new fluorescent lights downtown, along primary traffic streets and in several poorly lighted residential districts. Their idea—a good one—was to take care of the real trouble spots first, then to continue with one street or district at a time, as prudent budgeting allowed. By the end of this year, they will have more than 600 new fluorescent units—one on every other light pole in the city—and the program will be more than half completed. By 1965, or sooner if they can afford it, they aim to have standard code lighting from one end of the city to the other.

* * *

If you think you need better street lighting, discuss it with your neighbors, at meetings of your club or PTA. Consult your city engineer, police chief and chamber of commerce about your community's lighting requirements. Most local power companies will gladly survey neighborhood or community needs, furnish cost estimates and suggest long-range goals and programs. Lighting equipment manufacturers stand ready to place consulting engineers and technicians at the service of authorized groups and committees.

More protection for life and property, better business, the feeling of civic pride and peace of mind that come from having well lighted streets are worthy objectives. It's up to us to take the initiative and work for them.¹

¹ An informative *Public Action Guide to Better Street Lighting* can be had by writing the Street & Highway Safety Lighting Bureau, 55 Public Square, Cleveland 13, Ohio.

Cooperation Pays Off

Rochester and Monroe County work together on airport, health, welfare, planning, other services.

By PETER BARRY*

PROBLEMS of the second fastest growing area in New York State are being faced by a program of cooperation among the officials of Monroe County and the city of Rochester. The population of this metropolitan area on the south shore of Lake Ontario is approximately 600,000. Rochester is an old city as American cities go, having been founded about 1812. Initially a flour milling and transportation center when western New York State was really the frontier, it now is a city of educational institutions and various specialized types of manufacturing.

The city itself is not growing much any more because it is pretty well built up. The expansion is taking place in open areas in the suburban towns surrounding the city. What are the problems of this growing metropolitan area, what have we been doing about them and toward what do we seem headed?

First of all, we have the problem of the city having been the only active government within the county for many years. It was the only urban area for a long time and was

surrounded by towns which were primarily rural. But, as its growth continued and as these rural towns began to turn into suburban towns, it became evident that the city was furnishing certain services to the residents of the metropolitan area from whom it received no tax income. Furthermore, financial problems became increasingly difficult and the burden seemed to be unfairly centered upon the residents of the city itself. Long before my day in government—I didn't get on the city council until 1949—the process of mutually solving some of these problems had been started.

We have a somewhat unusual situation in that both the city and the county are operating under the council-manager plan. This, I think, explains in part at least why it is a little easier for us to get together and cooperate on mutual problems than it is for those in other areas.

The first problem was the transfer of the municipal airport to Monroe County. The city had started an air field back in the late twenties and had kept it reasonably up to date. Finally after World War II expansion required by the development of aircraft exceeded the financial ability of the city itself.

It was evident to all fair-minded citizens that the airport was used not only by the residents and businesses of the city but also by people in all

* Mr. Barry, an executive of the Rochester Gas and Electric Corporation, has been mayor of Rochester, New York, since 1955. Previously he had been a member of the city council. This article is Mr. Barry's address before the National Conference on Government of the National Municipal League, Springfield, Massachusetts, November 17, 1959.

parts of the metropolitan community. It seemed fair, therefore, that the cost of expanding and modernizing this field should be borne by those who used it rather than by just a fraction of that group. Therefore, the city transferred its assets in the airport to the county in return for certain minor bits of real estate for which the city had good use.

The county, in conjunction with available federal programs, modernized and enlarged the field and built a new terminal. This proved acceptable to all the people in the community.

* * *

This offered considerable encouragement to those who were trying to bring about a fair distribution of government costs. It wasn't too long until the county took over the administration of welfare. This is one of the major cost items in local government; the Rochester area is no exception even though it has been blessed with high employment, and again it seemed that welfare was a function of a larger segment than just the city itself. Now the county pays the cost of the administration of the program but welfare aid itself is charged back to the particular area—city or town—in which the recipient lives. This seemed a fair way of doing it and again has developed no resistance on the part of suburban areas.

About 1951 the city was faced with a problem of housing for its governmental offices. It was the proud possessor of a fine Victorian city hall of about 1870 vintage which was only a third the size we needed, was hopelessly outdated and prac-

tically incapable of modernization. As a result many offices were scattered throughout the city—in old factory buildings, in rented space in office buildings, in adjuncts to the municipal garage. It was pretty tough for people who wanted to do business with the city because unless they knew their way around they might spend half the day finding the right office.

The county wasn't much better off. It had a courthouse built in the early 1890s, a very fine looking building which still would have been providing the necessary space had services remained what they were back in 1890. The courts too had offices scattered all over the metropolitan community.

There had been talk of a civic center in Rochester since 1912. When we began to talk about building something I went over to the library and got them to dig up the clippings. I found there had been at least eight specific civic centers built on paper in the past—some of them very lovely, some not quite so lovely, all in different locations, all projects which had not progressed beyond the paper stage.

We thought perhaps we might have a little better luck if we got together with the county on this. Therefore, the then mayor of Rochester appointed three members of the city council and the chairman of the board of supervisors appointed three members of the board to form a joint city-county committee to consider construction of a civic center.

This committee got quite interested in the problem and again went over the history of the preceding

failures. It decided that if at all possible it didn't want to make the ninth "paper" civic center. It wanted to make the first one in stone and brick.

By an analysis of what had gone before the committee determined that a major problem had been a series of hassles over where the civic center should be. Rochester is divided almost in half by the Genessee River and of course if you want to build a center on the east side of the river then everybody on the west side is against you. If you want it on the west side, everybody on the east side is against you, and if you try to build it spanning the river both sides are against you.

A careful study of desirable locations backed by documentary reasons for the final choice succeeded in producing a project that was sold to both the county board of supervisors and the city council and the people on both sides of the river. Since then the city and county between them have acquired some 27 acres in the downtown area on both sides of the river. We have not only completed the design but one of the structures, the second and third buildings are nearly completed and the fourth and fifth will be ready for bidding this spring.

When we found we were finally going to have a city-county civic center, something we had talked about for so long, we began to think that a joint committee representing both the county and city wasn't such a bad idea. We had other problems—why not make it a permanent committee? This was done in 1953.

The Joint City-County Planning

Committee now includes all nine councilmen of Rochester and nine members of the county board of supervisors. It was set up by both the city and the county as an official group. It is charged with first studying needs which go beyond the limits of either the city or the county government *per se*, investigating means of improving the situations created by these needs and then recommending to both the city council and the board of supervisors the action to be taken.

It is fairly obvious that if this entire committee recommends to the city council that it take such and such action, it is rather likely to do it because all the members of the council are on the joint committee. The nine supervisors who sit on the committee are for the most part leaders of the county board and therefore it generally goes along with their recommendations. The result is that when a recommendation comes out of this joint committee it is almost assured of favorable action.

* * *

What other areas did the joint committee get into once it began to function? First it realized there were a number of means of improving situations where we had joint services. These could be consolidated under the aegis of the county government; they could be operated by means of a contract between the city and the county or contract between the city and various towns within the county; they could perhaps be arranged by the creation of an authority or by just straight cooperation between the city and county.

The first function which this com-

mittee proceeded to consolidate after it got going with the civic center was civil defense. Both the city and the county operated civil defense sections. We got to thinking "Gee, how stupid can you be?" With the kind of bombs they are talking about using, it doesn't make much difference whether you happen to be a city resident or a town resident just over the line. To have two separate civil defense sections, each not knowing what the other was doing, was stupid. So we consolidated civil defense in a single unit under the county government.

Another consolidation, a recent one, is the health service. Now here again it's obvious that germs and disease don't respect artificial boundaries. When you have divided responsibility things aren't always too well coordinated. The towns have their own little health departments, usually well run but not necessarily running in conjunction with the health departments in the towns surrounding them. This we felt was the major hazard.

About a year ago we formed the county health department. The city turned over to the county its health department building and all its personnel including the director of health. Then, of course, the county brought into this setup the various town health departments. There are some nineteen towns, about eleven of which had health services. All these have been consolidated in the over-all county department, which is now regarded as one of the best functioning health departments in New York State.

Now these are examples of specific

consolidations of services under the aegis of the county government. This works out particularly well in our area because Rochester is the geographic center of the county. The county encompasses the entire metropolitan area and therefore by consolidating functions under it the necessity for trying to develop an extra layer of metropolitan government is avoided.

Now these aren't the only ways we have found to be effective. We've found that by contract one government can operate certain services not only for itself but for others. Rochester, for instance, operates the police communication system for the entire county. It has an excellent radio broadcasting station on the highest point in the county, which happens to be inside the city. This service is operated not only for the Rochester police department but for the Monroe County sheriff's department and for the police departments of every town. The county and the towns pay Rochester so much per year for this service. The result is that we can have a far better police communication system in the city as well as in the towns than we could possibly afford if each community operated separately.

In the field of refuse disposal there is another large area for cooperation. As a metropolitan area continues to grow, as it is built up more and more densely, the hauling distance to open dumps becomes longer and longer until finally it becomes uneconomical and a municipality can be forced into the construction of modern incinerator plants. Per ton of material this is pretty expensive.

Rochester recently built two new incinerator plants and modernized a third one. Their capacity considerably exceeds requirements. It is now contracting with at least four of its surrounding towns for the disposal of their material. None of them have the capital ability to build such plants for themselves. As a matter of fact the small plants they would have had to build were not economical units. They can afford to pay a price per ton for the material they bring to our plants. These payments help us amortize our own investment. This has been a satisfactory arrangement for both the city and towns.

In sewage disposal we have done the same thing. We provide the disposal service for some of our neighbors on a contractual basis.

Fire alarm service is another field into which we are just now moving. The city had its own fire alarm system and its own full time paid fire department. The surrounding towns relied primarily on volunteer departments. The first type of cooperation was a mutual aid system which is relatively common around the county. If one of these volunteer departments has a big fire which is beyond its capacity and it is somewhere near the city, it calls for help and the city sends its equipment. If there is a major fire in the city which draws equipment from a number of fire houses the volunteer departments move in and cover the empty houses.

These are a few specific examples. I could talk about the library system, which has grown from just a city library into a three-county system,

about the Rochester-Monroe Port Authority and so on.

Now what is going to happen in the future. We have a rapidly growing metropolitan area, we have all the problems that go with a growth pattern of that nature. We have found we can accomplish much of benefit to the people in the metropolitan area—both within and without the city—by means of consolidation and contractual agreements. I think we are going to continue in this direction.

* * *

There are still a few services which are required by the whole metropolitan community, for example the park system. Rochester has a beautiful park system with five major parks all on its periphery, in fact one is actually completely surrounded by one of the towns. People visiting the parks are about evenly divided between those from the city and those from the towns. It seems only fair that the cost of the operation of the parks should be split among those who benefit from them. I feel that the park system is eventually going to be a county system. The county has already some parks of its own. I think it will acquire the major city parks and operate them all as a county system.

Now I might say parenthetically that when these functions are transferred from the city to the county it doesn't mean that the city just stops paying for them, that city residents get a free ride. The city pays about 65 per cent of the total tax burden of the county. All the

(Continued on page 188)

Reapportionment Myth

Growth of suburban areas may force cities to keep minority status in state legislatures.

By ROBERT S. FRIEDMAN*

FOR a great many years those concerned with the problems of large cities have cited urban underrepresentation in state legislatures as a major stumbling block to the realization of the demands of city fathers. Preoccupation with this solution to the unrequited interests of city government has been almost paranoiac. In nearly every legislative session in states containing large cities, metropolitan representatives have introduced legislation to rectify the malapportionment.¹ Almost as frequently their efforts are thwarted.

As a result only four major cities in the United States—Chicago, Boston, Milwaukee and New Orleans—have obtained representation at all commensurate with their 1950 population. Nevertheless, rapid changes are taking place in the distribution

of our urban population. These should bring to a head what is really a long needed reappraisal by city governments of the value of expending a great deal of energy upon reapportionment as a solution to city problems with respect to intergovernmental affairs.

This is not to be misconstrued as a plea against reapportionment. Apportionment on the basis of population is defensible regardless of whether people live in cities, suburbs or farms. It is instead a plea for understanding of what are practicable techniques for the realization of city needs.

In spite of the tremendous pro-

TABLE I
POPULATION CHANGE IN FOURTEEN
LARGEST CITIES IN UNITED STATES*

City	Percentage of State Population 1950 Census	Percentage of State Population 1959 Estimate
New York	53.2	46.6
Chicago	41.5	39.1
Philadelphia	19.7	19.4
Los Angeles	18.6	16.0
Detroit	29.0	24.7
Baltimore	40.5	32.4
Cleveland	11.5	10.0
St. Louis	21.7	20.2
Boston	17.1	14.9
San Francisco	7.3	5.4
Pittsburgh	6.4	6.1
Milwaukee	18.5	19.6
Houston	7.7	9.8
Buffalo	3.9	3.6
Minneapolis	17.5	16.6

* Source, *Sales Management, Annual Survey of Buying Power.*

* Dr. Friedman, member of the Department of Government at Louisiana State University since 1956, was formerly with the Bureau of Governmental Research and the Department of Government and Politics of the University of Maryland. He is author of numerous publications in his field and co-author of *Government in the Metropolitan New Orleans Area*, available shortly.

¹ Malapportionment is here defined as anything short of equal representation on the basis of population. There are, of course, many people who believe that area, political subdivision boundaries, citizens, voters and other criteria are more equitable. For a discussion of theories of representation see *Public and Republic* by Alfred de Grazia. Alfred E. Knopf, Inc., New York, 1951.

portional increase of urban population in the United States large cities with few exceptions have generally shown no increase and in fact have shown a percentage decline. As noted in Table I only two of the nation's fourteen largest cities (excluding Washington) displayed a percentage increase between 1950 and 1959. Even in one of these instances a large annexation program played a role in the change.

In some cases declines have been substantial. New York City, for example, now has less than 50 per cent of the state population for the first time in many years, decreasing from approximately 53 per cent in 1950 to less than 47 per cent in 1959. Most dramatic decrease is unquestionably Baltimore which fell from 40.5 per cent to just over 32

per cent in the 1959 estimate. In both these cases as well as others city population has stabilized and adjacent urban counties have grown tremendously.

The net result is that it is no longer cities which are the chief victims of underrepresentation but suburbia. To illustrate this we need only examine four instances where city and suburbia are sharply delineated by county lines—see Table II.

In all four instances the central city receives reasonable representation in at least one house if the 1959 estimate is used as a standard. In the case of New York, city representation is not out of line in either house. The picture is vastly different for the suburbs. Of the four metropolitan areas, only in New York did the suburbs obtain representation

TABLE II
CITY-SUBURBAN REPRESENTATION IN SELECTED METROPOLITAN AREAS^a

<i>State and Subdivision</i>	<i>Percentage of State Population 1950 Census</i>	<i>Percentage of State Population 1959 Estimate</i>	<i>Percentage of State House of Represent- atives</i>	<i>Percentage of State Senate</i>
New York				
New York City	53.2	46.6	43.3	43.1
Nassau Co.	4.5	7.8	4.0	5.2
Suffolk Co.	1.9	3.6	2.0	1.7
Westchester Co.	4.2	4.7	4.0	5.2
Maryland				
Baltimore City	40.5	32.4	29.3	20.7
Anne Arundel Co.	5.0	6.1	4.9	3.4
Baltimore Co.	11.5	15.0	4.9	3.4
Montgomery Co.	7.0	10.2	4.9	3.4
Prince George's Co.	8.3	11.6	4.9	3.4
Missouri				
St. Louis City	21.7	20.2	11.5	20.5
St. Louis Co.	10.3	14.3	5.7	8.8
Louisiana				
New Orleans	21.3	21.1	19.8	20.5
Jefferson Parish	3.9	5.6	2.0	2.6 ^b

^a Source, *Sales Management*, Annual Survey of Buying Power.

^b Shared with two other parishes.

proportionate to 1950 population in both houses. When the 1959 estimates are used some of the distortions afford as great inequities as some of the more notorious injustices perpetrated on large cities in the past.

Oftentimes suburban inequities are accentuated by constitutional restriction. In Maryland, for example, representation has been frozen by a 1943 constitutional amendment. Despite the fact that Maryland amending procedure and political habit permit numerous constitutional changes there is no assurance that "overrepresented" areas will agree to an alteration of the status quo.

In Louisiana constitutional provisions limit the total number of members in each house in such a way as to make reapportionment favorable to Jefferson Parish extremely difficult.² This pattern has been repeated throughout the country. In some instances its ramifications are not as readily discernible because a portion of the suburban area is within the same county as the central city although beyond city limits.

Regardless of what the future holds with respect to equitable apportionment the cities must now reexamine solutions to problem areas in their relations with states. No city has ever had a majority in either house of its state legislature despite the fact that several have at times

had a majority of their state's population. New census figures will almost surely show that no central city is entitled to such representation on the basis of population even though some standard metropolitan areas are.

It is of course true that on many issues involving such matters as water supply, sewerage disposal, public safety, highways, planning, etc., cities and suburbs have much in common and underrepresentation of suburbia is as detrimental to the central city as to the suburb. It is equally obvious, however, that there are interests of cities which are diametrically opposed to those of suburbia. As a result, reapportionment even if favorable to suburbia will not solve the problems of the central city in all respects. In fact in such matters as distribution of state funds to localities it might even hurt.

* * *

Old notions die hard, however. For example, the four large urban centers in Tennessee have complained of discrimination in the state's system of distributing funds for educational purposes. One of the proposals offered for compelling a reexamination of the formula is legislative reapportionment designed to remove inequities resulting from urban expansion. Because of unyielding opposition to reapportionment in the legislature a suit was brought to force action but was lost.³

Even if the cities had scored a victory in the courts they would not have been entitled to numerical control of either house of the legis-

² The constitution limits the House of Representatives to 101 members. Of these 80 are assigned one to each of the parishes and the seventeen wards of New Orleans. Only 21 are available for distribution by population. This leaves little maneuverability, especially since Baton Rouge and Shreveport are also experiencing growth.

³ See the REVIEW, February 1960, page 87.

lature. The combined population of the four counties in which these cities are located was less than 40 per cent of the state total in 1950 and, despite proportionate increases in the population of the four big urban counties since 1950, any reapportionment agreed to by the legislature would leave the urban areas short of the magic 51 per cent of the total membership of the legislature.

The frustration of our cities is perhaps best exemplified by an illustration of the inability of a city administration to obtain accommodation of its interests in spite of reasonable representation and a long tradition of local legislation. (In the operation of the local legislation system the state legislature accedes to the wishes of the local delegates where the latter are in agreement.) The city administration which has governed New Orleans since 1946 long supported an urban renewal program. Despite this, state legislation has been enacted negating such a program by narrowing the meaning of public purpose under the power of eminent domain so as not to permit the city to dispose of expropriated property to private builders for redevelopment. The legislation was clearly designed to kill the mayor's program but it would be difficult to attribute this to urban-rural animosity or even antagonism to New Orleans as such. The opposition was led by a combination of forces which opposed the mayor and his program within the city and which opposed him on the state level as a result of his forays into gubernatorial politics.

The large cities are unquestionably

the victims of a paradox. The United States is becoming an overwhelmingly urban nation, but an increasing number of urban dwellers seem to prefer not to live within large cities. Therefore, cities can no longer appeal to numerical strength alone to win struggles on the state level and failure to obtain reapportionment ceases to be a satisfactory smoke screen for legislative defeats.

* * *

It would seem that the decline in numerical strength of cities, which is taking place at an accelerated pace, ought to afford a splendid opportunity for those concerned with the welfare of cities to reappraise their problems vis-a-vis other governmental units and turn to more effective methods for achieving their solution. This is not to suggest the abandonment of support for reapportionment but a plea for the redirection of emphasis.

One of the most apparent solutions is municipal home rule. Meaningful home rule, however, must include more than the opportunity to determine government form. It must also carry with it power to effectuate substantive governmental programs unfettered by crippling restrictions. In this connection a central issue is control over finances. New York City, for example, has been granted home rule in a manner of speaking, but limitations on revenue sources are so restrictive as to place it at the mercy of state authorities.⁴

⁴ See, for example, "Notes on the Formation of State-Municipal Fiscal Policy: Chicago and New York," by Gilbert Y. Steiner. *Political Science Quarterly*, September 1955, page 387.

Similarly New Orleans has been the recipient of the benefits of a home rule provision but state constitutional limitations on its debt authority are so restrictive as to circumscribe seriously its capital improvement program. Alterations in restrictions such as these should be given priority in state legislative programs of city leaders. In states where traditions of local legislation persist, intelligent cultivation of legislative leaders can overcome rural numerical majorities. Additional efforts should be made to develop systems of distribution of state funds to localities which take into account mushrooming city needs in the face of a proportional decline in the property tax base of most cities.

Perhaps, because of the tremendous complexities of the problem, these efforts should be directed even to the creation of state administrative bodies for this purpose. With respect to metropolitan area problems, renewed efforts should be made to obtain permissive legislation affording solutions ranging from cooperation among all political subdivisions within given urban areas to unified metropolitan government.

To implement these solutions numerous techniques are available including such familiar methods as the activity of state and national organizations to represent city interests, efforts by city administrators to cement cordial relations with the local delegation to the legislature, informal sessions with suburban leaders to deal with common problems, direct entreaties to the governor and his subordinates, etc.

These problem areas and techniques for solving them are, of course,

suggestive rather than all encompassing. The important point for city fathers to recognize is that minority status within the state legislature is likely to remain permanent whether reapportionment takes place or not. And city interests can best be served by recognizing this and operating from this vantage point.

COOPERATION PAYS OFF

(Continued from page 183)

transfer does is broaden the tax base which pays for the services.

How fast will we continue with this program? The limiting factor primarily is how fast can local government sell the advantages of a program in which it believes to the voters who keep that local government in power. My own guess is that we in Rochester and Monroe County have been going a little too fast. I don't think we've been selling what we have done and what we propose to do adequately to the people. The results in the last two or three local elections indicate there is a misunderstanding on the part of the people as to the programs which are in progress. Perhaps it's time we slowed a little bit and made a greater effort to tell our story and our reasons to the whole metropolitan community.

I hope some day, somewhere along the line, I can find a means of adequately telling the story to those who should have it. I'm not the only one who has that problem. It exists all over. But maybe some day a means of communication between people in government and the people who keep that government in place will be developed to permit more rapid improvement in the means of operating the communities of tomorrow.

News in Review

City, State and Nation

H. M. Olmsted, Editor

R. I. Governor Urges State Changes

Draws Upon Reports Of Study Commission

RHODE Island's Governor Christopher Del Sesto has presented a 1960 legislative program which includes important changes in the organization and operation of the state government. In its preparation he drew upon the results of studies conducted under his auspices and those of former Governor Dennis J. Roberts.

The Special Commission to Appraise the Financial Operations of the State Government and the Matter of State-Local Financial Relations, appointed by Governor Roberts, after nearly two years of study concluded its work in April 1959 with its final report *State-Local Relations in Metropolitan Rhode Island* (2 volumes, 182 and 490 pages). This document presents, along with the commission's own findings and recommendations, a comprehensive review of more than a dozen special studies undertaken by outside consultants. The major part of the research program was carried out by the Institute of Public Administration of New York.

The governor's annual message cited the commission as making "many significant and meritorious recommendations." He further urged the legislature to study the commission's report and those of its consultants.

The commission adopted as its principal assignment study of the appropriate roles of the state and local governments, respectively, in providing needed services to the citizens of Rhode Island and the proper division of financial responsibility among them. The governor noted that: "The problems of government which we must solve do not end at the boundary

lines of cities and towns nor at the boundary lines of the state itself. While we must recognize the historic and legal entities of government we cannot let town and city boundaries nor state boundaries become barriers in the solution of some of our most pressing problems."

The commission stated: "We believe that the time has come for the state of Rhode Island to take the first resolute steps in the direction of metropolitan government." Many of the governor's proposals were concerned with a readjustment of governmental services along these lines.

The Institute of Public Administration, noting that "Rhode Island measures up well as a single metropolitan community or, perhaps more accurately, as a single regional city," cast its entire study of state-local relations in these terms.

Major proposals made by the governor, either adopted or now under consideration by the legislature, which reflect in part recommendations of the commission, include:

Structural Changes in Government.

(1) Provision for a four-year term for the governor and other general officers; (2) establishment of a legislative council for research purposes and to assist in drafting legislation; (3) establishment of a Division of Local Government Affairs in a new Department of Revenue to be created by transferring the present Division of Taxation from the Department of Administration. The commission and its consultants thought the Division of Local Government Affairs should be part of the Department of Administration.

Fiscal. (1) Enactment of a standard local bond law which would include a realistic debt limit in place of the impractical 3 per cent limitation now in effect and which would eliminate the

necessity of separate legislative approval for local bond issues; (2) revision of the method of determining state aid to education by adoption of a more equitable system of state assistance under a single formula. The consultants recommended that the entire state aid program be studied and adjusted in light of local fiscal effort and need.

Planning. Reorganization of the state planning machinery to strengthen this service and provide a more coordinated program with respect both to policy-making and actual supervision and direction of programs in state and local matters.

Home Rule. Expansion of the powers of cities and towns to provide for greater home rule for local communities and thereby eliminate the necessity of obtaining the consent of the General Assembly in local matters.

Health. (1) Centralization of all local and state health services in the State Department of Health, in order to provide uniform health services to all Rhode Islanders; (2) development of a state-wide approach to sewage collection and treatment on a self-supporting basis.

Water Resources. Expedition in every possible way of prompt conservation or acquisition of certain undeveloped surface resources of most consequence within the state, including in each case reservoir sites, marginal lands, dams and riparian rights. The commission and consultants made extensive recommendations for a water development program.

Law Enforcement. (1) Development of procedures for administering the motor boat registration law; (2) enactment of a law providing for a uniform traffic violation ticket and establishment of a central clearing house for recording all traffic violations; (3) enactment of a law providing for the scientific testing of a person suspected of driving while intoxicated.

In addition to its special concern with fiscal matters and state-local relations the

commission made a number of administrative studies including certain aspects of social welfare and public works administration and the services of budgeting, tax administration, personnel management and purchasing, all at the state level.

The Institute of Public Administration, besides considering the special problems of a metropolitan area coterminous with the state, completed also a number of separate studies dealing specifically with special districts, state control of local finances, water resources, water pollution, police administration, public health and state-local highway relationships.

ROBERT H. KIRKWOOD

Institute of Public Administration

Iowa Groups Urge Constitution Reform

Advocacy of a convention to revise the Iowa constitution is increasing, with various groups joining in the movement. The present constitution, adopted in 1857, provides that every ten years the question of calling a constitutional revision convention shall be submitted to the people and this is to be done in November 1960. Only once, in 1920, have the voters approved such a convention but none was held inasmuch as the legislature refused to establish a method of choosing delegates.

Last year a bipartisan citizen group, the Citizens Committee for a Constitutional Convention, was formed with the objective of making Iowa voters aware of the need, especially in order to secure fair representation.

The state League of Women Voters joined in the effort this year and has been training campaign workers, preparing educational material and disseminating publicity emphasizing the need for a convention.

The Governor's Commission on Economic and Social Trends in Iowa has

taken up the matter and its committee on governmental organization has recommended a convention as the best way to solve many problems. Included among these is the need for a broadening of home rule powers for municipalities and counties.

A question exists as to whether a constitution prepared by a convention must be ratified by the people. The state attorney general, while stating that the present constitution is silent on that point, said, "There is ample precedent for holding that the electorate may have a final word of approval or disapproval." A court test may, however, be necessary.

If a convention is voted and the legislature fails to set up convention machinery, strong public pressure would be expected and possible resort to action in the courts. If the legislature attempts to limit the scope of a convention, it is contended that the delegates could overrule limitations.

Kentucky to Vote on Constitutional Convention

At the regular 1960 session of the Kentucky legislature the calling of a constitutional convention was approved, as had been done by the previous legislature at a special session in December 1959. This completes the necessary legislative process before the question of a convention call is submitted to the people, which will occur in November 1960.

The legislation limits the convention to consideration of twelve topics (see the REVIEW, February, page 86). The present constitution was adopted 68 years ago. Governor Bert T. Combs supports the convention plan as limited.

Amendment of Nevada Constitution Eased

The Nevada Supreme Court has decided that the state's constitution can be amended by an initiative petition of 10

per cent of the voters requiring only the approval of the legislature to become effective. According to *State Government News* the court said ratification by the electorate is not necessary though the legislature may refer an initiative amendment to the people if it desires. Constitutional amendments are usually adopted by passage by two sessions of the legislature and ratification by the voters at a general election.

The ruling was made on an initiative petition filed with the secretary of state who refers it to the current legislature. It would return the lawmakers to the biennial schedule of legislative sessions that prevailed prior to this year. The high court held that the people and the legislature in 1912, in amending the constitution to provide for the initiative, intended in part to provide an alternate and shorter method of amending the constitution. It ruled that the wisdom of such action was not its concern.

Attorney General Roger Foley, in appearing before the court, contended that the section of the constitution reserving the right of initiative for the people was applicable only to statutes not to constitutional amendment. He pointed out that amendment by the initiative process would permit 10 per cent of the voters—the proportion necessary to qualify a petition—to over-ride the will of the majority of the people with the aid of the legislature and the concurrence of the governor. If the legislature approved the current petition instead of referring it to the voters, the action would nullify an overwhelming vote for annual sessions cast at the 1958 general election following approval of the measure by two successive general sessions of the legislature.

Delaware Governor Proposes Reorganization

Governor J. Caleb Boggs of Delaware has outlined a major program of reorganization for the state government.

According to *State Government News* the program is designed to improve the administrative agencies of state government, reduce costs, consolidate numerous existing agencies, eliminate various boards and commissions and provide for one administrator to head each major department. Another aim is to strengthen public control of state government by making all departments responsible to the governor. Bills have been submitted to create departments of mental health and rehabilitation, health and welfare, agriculture, economic development, natural resources, public safety, public works and finance. These bills, with additional measures to be submitted, will provide the basis for the reorganization program.

Propose Revision of State Correction System

Several far-reaching changes in Louisiana's penal rehabilitation system have been proposed by a special Parolee Rehabilitation Committee after more than a year of study. Including four former governors, several key legislators, judges, lawyers and people from all walks of life, the group concentrated on corrections administration generally and on specific problems of parole and pardons.

Noting that the state had expended large sums of money on modern physical facilities at its penal institutions, the committee found that practically no attention had been given to the preparation of prisoners for an early and useful return to society. It discovered that many prisoners who had been eligible for parole for years had been literally forgotten because of inadequate rehabilitation machinery. Consequently the committee decided to employ both crash and long-range approaches to accomplish its objectives.

The crash plan was put into operation shortly after the committee organized, with the primary objective of aiding in the disposition of large numbers of parole and pardon applications which had ac-

cumulated over the years. Special subcommittees held interviews with prisoners and prepared information on them which made immediate and proper disposition of their cases by the parole and pardon boards possible. Some 91 persons were granted parole and 107 were granted pardons as a result of this crash program. The committee estimated that the action resulted in a saving of approximately \$869,500.

The committee's long-range objectives involve a comprehensive reorganization of all the state's correctional machinery. The committee proposals included the consolidation of all correctional functions into a Department of Corrections, under a nine-man board with eight members to be appointed by the governor with the advice and consent of the Senate for six-year, staggered terms. The governor would serve as the ninth member, *ex officio*. Administrative duties of the department would be directed by a professional director of corrections, who would be appointed by the board to serve at its pleasure.

Several auxiliary agencies are proposed including advisory committees for each penal and correctional institution and a Corrections Planning Advisory Council. The former would serve in a consultative capacity to the board on matters related to the institutions served by them while the primary function of the latter would be to study the department's complete operations and recommend needed alterations.

Two major recommendations call for the reconstruction of the parole and pardon boards. Three full-time professionals would replace the present part-time board of five gubernatorial appointees in administering the parole system while the current Pardon Board, composed of the lieutenant governor, attorney general and the sentencing judge, would be reorganized by dropping the lieutenant governor and adding the three professional

members of the Parole Board. The governor, however, would retain final authority to grant pardons.

Several other proposals were made to improve the parole system. One would reduce the amount of time which must be served to be eligible for parole from one-third of the sentence to one year. Another calls for a parole staff and service unit at each of the two major detention institutions, while a third provides for an expanded, professionally-trained parole and probation supervision staff. The committee also recommended elimination of certain barriers to state employment of parolees and establishment of a permanent Citizens Advisory Committee to aid in job-training programs at the prisons and the placement of prisoners upon their release.

The committee's recommendations will be placed before the legislature in its regular session which convenes May 15, 1960. Most of the proposals have gained considerable support among legislators and prominent civic groups. Furthermore, the prospective new governor, who was a member of the committee, has pledged his active support.

TWILEY W. BARKER, JR.
Southern University

Senate Reapportionment Studied in Connecticut

A Connecticut commission, appointed last year by the state legislature and Governor Abraham Ribicoff, is working on a plan for equitable apportionment of the State Senate. The last apportionment was in 1902. Under the state constitution the 36-member Senate is supposed to be elected from districts of approximately equal population but population shifts and growth, particularly in urban and suburban areas, have caused large discrepancies. The 1960 census will accurately show their extent.

The fifth Senate district, which includes several towns west and south of Hart-

ford, has a population of some 160,400; the 31st district made up of several small towns in Litchfield County has only 27,600.

The commission, headed by George B. Cooper, professor of history at Trinity College, Hartford, hopes to develop a reapportionment plan that will be acceptable to the 1961 legislature.

The House of Representatives is elected on a basis of towns and other political subdivisions and also is grossly disproportionate as to population.

Penna. Legislature Ends Second Longest Session

The legislature of Pennsylvania adjourned on January 5, 1960, ending a twelve-month regular session which convened on January 6, 1959. This was the second longest legislative session in the history of the state. The close of this session, however, did not mean a cessation of legislative work; Pennsylvania's first annual legislative session convened on January 6. It is restricted to revenue and appropriation matters.

Among measures affecting its own operations the legislature created at the regular session a Legislative Budget and Finance Commission to serve as a fiscal review agency. It also increased its salaries and those of its officers and employees. The general appropriation bill for state operations totaled \$1.4 billion, an increase of \$320 million over the previous biennium.

Other actions included provisions for emergency interim succession to the office of governor and for emergency location of government. Absentee voting was also provided for (see the REVIEW, March, page 140).

Northeast States Make Resources Compact

A Northeastern Water and Related Land Resources Compact has been ratified by Connecticut, Massachusetts, New

Hampshire and Rhode Island. It creates the Northeastern Resources Commission composed of one representative from each party state and one from each of seven federal departments or agencies. Internal management matters will be decided on the basis of majority vote of the entire commission. Other matters will be decided on the basis of concurrent majority votes of the state and federal representatives voting separately.

The aim of the instrument is improved coordination of water and related land resources policies. Its scope includes collection and interpretation of basic data, investigation and planning of water and related land resources projects, programming of resources construction and development and encouraging the referring of plans or proposals for resources projects to the commission. Congressional consent to the compact is pending.

New Hampshire Governor Sets up Municipal Agency

Governor Wesley Powell of New Hampshire has established a Division of Municipal Affairs in his office with the hope that the next legislature will give the new agency permanent statutory status. Until then the governor's secretary, Robert W. Rhodes, will serve as coordinator of the new unit in addition to his present duties.

Eleven state agencies have been asked to support this new service. Their representatives will meet twice monthly with Secretary Rhodes and on other occasions if required. The primary purpose of the division will be to expedite to local governments all available state services either in the regular course of business or in the event of local emergencies. Upon request of local governments the division will provide liaison with agencies of the federal government from which assistance can be had toward the solution of local problems.

Apparently the division is intended to

assume some of the functions of the now defunct New Hampshire Municipal Association. The governor vetoed a bill passed by the 1959 legislature to allow towns to contribute annual dues to the association, saying it had become political in nature. Largely because of this veto, the Municipal Association recently abandoned its Concord office and its general activities, although the magazine *Town and City* will continue, for the time being at least, to be published by Edward Bennett of *The Bristol Enterprise*.

JOSEPH P. FORD

University of New Hampshire

Council-Manager Plan Developments

On March 8 voters of SPOKANE, WASHINGTON, (161,721) adopted a council-manager charter by 30,544 votes to 20,261. The new plan replaces the commission form of government.

In WATSONVILLE, CALIFORNIA, (11,572) a council-manager charter was approved on February 16 by a vote of 1,809 to 1,495. Election of six councilmen and a mayor appears likely to take place at the June 7 primary, assuming legislative approval of the charter.

On March 16 Governor J. Lindsay Almond signed a new charter for COLONIAL HEIGHTS, VIRGINIA, (6,077) which becomes effective September 1. This means that all 30 "cities" in Virginia, as defined by state law, now have the council-manager plan.

Five communities, some of which adopted the council-manager plan in previous years, have been added by the International City Managers' Association to its official council-manager list. They are: ALIQUIPPA (1950 population 26,132), RADNOR TOWNSHIP (14,709) and TURTLE CREEK (12,363), PENNSYLVANIA; GALLUP, NEW MEXICO, (9,133); and PUNTA GORDA, FLORIDA, (1,915).

A proposal for establishing the office of town manager is expected to be pre-

sented at the next election in SOUTHBORO, MASSACHUSETTS.

At a referendum in AMHERST, MASSACHUSETTS, on February 15 the existing town manager form of government, in force for six years, was retained by a vote of 1,461 to 889. The total vote was 57 per cent of the registration. No further vote on the subject is to be taken for three years.

In an advisory referendum on February 11 in WATERTOWN, CONNECTICUT, the council-manager plan received 41 per cent of the vote, the mayor-alderman plan 26 per cent, the representative town meeting plan 21 per cent and the existing selectmen-town meeting plan only 12 per cent. A total of 2,118 votes were cast. On February 15 the board of selectmen announced its intention to appoint a charter commission to draft a council-manager charter for submission to the board and the voters.

The borough council of COLUMBIA, PENNSYLVANIA, decided unanimously in January to institute the council-manager plan for that borough as soon as the legal machinery for the new government can be set up. The council's municipal legislation committee was given responsibility for taking the necessary steps.

The charter board of VIENNA, WEST VIRGINIA, has decided upon the council-manager plan. A charter of that nature will be prepared and submitted to popular vote.

BUCKHANNO, WEST VIRGINIA, defeated a proposed council-manager charter on March 5 by a vote of 759 to 387.

The Chamber of Commerce of WEST COLUMBIA and CAYCE, SOUTH CAROLINA, urges in a recent statement that the council-manager plan be adopted for the proposed consolidated municipality. Cayce already has such a plan, effective in 1959.

CLINTON, SOUTH CAROLINA, votes on April 12 on the question of adopting council-manager government. A fact-finding committee made up of representa-

tives of the chamber of commerce and the local service clubs has recommended adoption.

CONYERS, GEORGIA, defeated a proposal to adopt the council-manager plan by a vote of 283 to 134 on March 2.

The city council of SMYRNA, GEORGIA, has unanimously endorsed a bill to provide council-manager government for Smyrna. The bill goes to the state legislature, which is expected to act upon it at the current session. If adopted it will be the subject of a local referendum.

The city council of WARREN, OHIO, has refused to present a proposed council-manager charter to the voters on April 12 as desired by the charter commission. However, it appropriated \$5,500 for printing the charter and mailing copies to citizens. The charter board is expected to press in court for the setting of an election date.

Petitions bearing 2,503 names asking abandonment of the council-manager plan have been filed in OTTUMWA, IOWA. The number of valid signatures needed to force an election is given as 742. Ottumwa adopted the plan in 1953 by a vote of 4,472 to 3,185.

On March 1 MOBERLY, MISSOURI, voted to retain the council-manager plan 2,878 to 1,509.

GLADSTONE, MISSOURI, a suburb of Kansas City, defeated a proposal for council-manager government by a vote of 823 to 597 on February 23 in a severe snowstorm. Gladstone now has the mayor-council form of government. The council-manager plan was endorsed by the senior and junior chambers of commerce, the Gladstone Civic Association, the Progressive Democrats and others. The opposition was led by a council member.

The council-manager plan has been retained in COMMERCE, TEXAS, by a vote of 556 to 474. The plan took effect in 1954.

On March 8 voters of SWEETWATER,

TEXAS, defeated four proposed amendments to its charter which would have abolished the council-manager plan.

GALVESTON, TEXAS, votes April 19 on the question of approving a council-manager charter.

A statement in the February REVIEW (page 89) that ORANGE, TEXAS, replaced the council-manager plan by a mayor-council plan is found to be incorrect. Amendments to clarify the 1954 charter were adopted but the council-manager plan remains in effect.

HOT SPRINGS, SOUTH DAKOTA, voted 347 to 81 on January 26 to abandon the council-manager plan which has been in effect since 1951.

SCOTTSDALE, ARIZONA, became the eleventh home rule city of the state when the voters on February 23 approved a home rule charter, which continues the council-manager form under which the city has been operating.

Two R. I. Cities Seek Legislative Charters

Although the trend in Rhode Island has shifted in the last ten years from legislative to home rule charters, Cranston and Warwick are planning to ask the legislature for approval of charters or charter amendments which provide a strong-mayor type of government instead of their present weak-mayor strong-council charters.

In Warwick a home rule charter was offered to the citizens in 1958 but was voted down. The new charter, according to Joseph A. Kelly in the *Providence Journal*, "is the end product of the thinking of nine citizens who served on the old home rule charter commission and nine citizens who served on Mayor Raymond E. Stone's charter study committee. They had the help and advice of a number of municipal experts and citizens interested in local government. . . . [It] contains many of the best features of the home rule charter although substantial changes

have been made to appease the political elements in the city."

It omits a mandatory merit system and has no ban on political activity by city employees or on solicitation of political contributions from them. A public hearing was expected to produce suggestions for changes.

Cranston is seeking approval of a series of amendments to its much amended 50-year-old charter. A petition for a home rule charter election had been thrown out by city officials because of signatures that were not dated or witnessed, although dating and witnessing are not required by state law. The newly prepared amendments are regarded as inadequate by the Cranston Citizens League for Home Rule and by the League of Women Voters and it is uncertain whether there will be a local referendum concerning them.

Mr. Kelly states: "Since 1951 eight cities and towns with more than a third of the state's population have adopted new and modern charters via the home rule method."

Kansas City Annexes 145 Square Miles

At a special election on March 1 the voters of Kansas City, Missouri, approved annexation of four outlying areas totaling 145 square miles. This will more than double the city's present area of 129 square miles. The added population is about 30,300.

The four areas were voted on separately. They were approved by majorities ranging from 2,085 to 2,723, out of a total vote of about 25,000 which is about 13 per cent of the total registration of 190,661. The annexation was supported by Mayor H. Roe Bartle as well as by the Chamber of Commerce, the Citizens Association and the League of Women Voters. Little opposition was apparent.

The largest previous annexation was

(Continued on page 222)

Metropolitan Areas

William N. Cassella, Jr., Editor

Dayton Area Group Reports Findings

Proposes Reorganization Of County Government

THE revitalization of the Montgomery

County (Ohio) government has been proposed by Metropolitan Community Studies Inc. to meet the problems of growth and change in the rapidly expanding Dayton metropolitan region. Soon after its incorporation in 1957, Metropolitan Community Studies began an exhaustive inventory and analysis of all facets of the community's life—its people, its economy, its government, its resources. The results of this research appeared in *Metropolitan Challenge*¹, a study financed by local individuals and groups and the Ford Foundation. John C. Bollens, executive director, and Henry J. Schmandt, assistant director, were in charge of the two-year research project. The study is a purely factual analysis and contains no recommendations for action.

Metropolitan Response,² a sequel to the report, was released in January of this year. It is a brief resumé of the problems, combined with "recommendations and guide lines which grow out of the research that has been undertaken."

The trustees of Metropolitan Community Studies specifically endorsed the study group's recommendations concerning the reorganization of Montgomery County's government as made possible by provisions of the Ohio constitution.

¹ Metropolitan Community Studies, Inc., 410 West First Street, Dayton 2, Ohio, 1959. 301 pages.

² Supplement to *Dayton Journal Herald*, January 16, 1960. 8 pages. (Apply Metropolitan Community Studies).

The basic features proposed for the new county government are:

"1. A representative county legislative body, with such composition and supervisory powers over the county government as are required and as found desirable by further study;

"2. A simplified organizational structure for the administrative agencies of the county government, under the general direction of a single administrative officer;

"3. An integrated system of financial administration for the county government;

"4. A modern system of personnel administration based on the merit system prescribed by the Ohio constitution."

The trustees emphasized that their organization is not authorized "to engage in action programs to cause the adoption of public proposals." Therefore any action aimed at the implementation of the recommendations must be undertaken by some other organization.

Montgomery County has experienced the rapid growth so common to metropolitan areas during the past two decades. "For every three residents of Montgomery County in 1940 there was an additional inhabitant ten years later" (295,000 in 1940, 398,000 in 1950, 540,000 in 1958). The city of Dayton, with its 288,000 inhabitants, has 53 per cent of the county's residents. However, this must be contrasted with Dayton's 73 per cent of the county population in 1930. While the central city has shown steady growth, particularly since World War II, the suburban and outer zones have expanded much more rapidly.

Metropolitan Challenge contains detailed studies of the population, its places of origin, income, educational level and age distribution. The research group probed the people's attitudes toward their

neighborhoods and the citizens' images of metropolitan Dayton. Voter studies and polls were conducted among community leaders and the public to gain opinions on the various regional problems and reactions to the alternatives available for their solution.

The volume is divided into three main parts: the first, "Community Profile," contains data on the population, factors in the economic life of the area and the history, structure and functions of governmental units; the second section, "Area-Wide Problems," reviews thirteen items of concern from planning, traffic and urban renewal to the problems of economic growth; the concluding part, "Resources," reports on economic, governmental and community resources. The appendix provides such standard census statistics as population growth and distribution for all Montgomery County, employment by sectors, manufacturing plants, local government property tax rates and figures on state aid to local governments in the county.

Metropolitan Response notes that rapid and continuing expansion of urban America shows that "the people of the United States are declaring that metropolitan areas are both necessary and desirable." But the Metropolitan Community Studies statement then cautions:

The 180 metropolitan areas in the nation, however, are in competition with one another. All may grow, but economic strength and benefits will go only to those planning well for the future through both their private organizations and their governments.

Like most urban areas, metropolitan Dayton is plagued by the fact that the most serious area-wide problems can be solved only by a "general governmental unit whose territorial jurisdiction is sufficiently broad to permit comprehensive solutions." At present, the people of Montgomery County have to look to

several units of government for the performance of necessary functions. The city of Dayton has been able to meet most of the major problems within its own boundaries but for adequate execution of some programs it must rely upon extensive cooperation with the county, several incorporated towns and some unincorporated communities.

Metropolitan Dayton is almost entirely within Montgomery County. Two townships in neighboring Greene County are part of greater Dayton but only as they are part of the same sewerage drainage area. Recent discussions between the communities involved would indicate that the problem of untreated sewerage generated in these two townships can be met by Montgomery County extending its sewerage lines into Greene County.

* * *

Metropolitan Response lists three basic alternatives for the creation of a governmental unit able to plan, finance and provide the necessary services: consolidation, federation and county home rule.

Consolidation would require a series of separate merger and annexation procedures that render the proposal impractical since there is strong popular sentiment against such action.

Federation would be possible only if an amendment were made to the state constitution. Such an amendment was passed by the legislature in 1959 but was removed from the state ballot in November because of a legal technicality. The general public and most community leaders in Montgomery are opposed to federation as a solution as it would interpose an additional unit of government in an already crowded field.

The study group's conclusion was that "by far the best alternative course of action to solve area-wide problems in metropolitan Dayton is a reorganized county government." A revitalization is possible through the adoption of a county home rule charter by the voters of Mont-

gomery County and is the only proposal favored by a majority of the citizens in both Dayton and the suburban zone; it polled second (next to status quo) in the less densely settled outer zone.

The growth of suburbs about Dayton has forced the county government to assume many functions that are essentially urban in character. Yet Montgomery County has retained a governmental structure tailored to a bygone day. It has an elected board of three county officials, eight elected administrative officials and many elected and appointive boards and commissions. A total of 32 officials, including judges, are elected to fill county posts. While the county government already possesses enough authority to meet several of the more pressing needs of the area, it is so constituted as to be "poorly equipped to exercise its power properly and sufficiently."

The adoption of a county home rule charter that merely grants concurrent powers to the county government may be adopted by a simple majority in a county-wide election. If the structural reorganization is accompanied by the granting of certain exclusive powers to the county, separate majorities would be required in Dayton and in the remainder of the county outside Dayton.³

The board of trustees specifically endorsed the four recommendations on the reorganization of the structure of the county government. Metropolitan Community Studies submitted twenty more recommendations to the public for consideration.

One set of proposals pertained to actions various levels of government could undertake immediately without "any change in their powers or status." These are aimed at the solution of many of the problems outlined in the second section of *Metropolitan Challenge*.

³ See the NATIONAL MUNICIPAL REVIEW, September 1957, page 418, and December 1957, page 590.

Another category contains suggestions for vesting certain exclusive powers in the county government. Primary among these would be creation of a planning commission "with the authority to prepare a comprehensive master plan for the physical development of Metropolitan Dayton." In its preliminary discussion of the planning problem, *Metropolitan Response* cited it as one of the region's most crucial problems, as "uncoordinated and piecemeal" planning was actually "compounding the problems of the area and hindering its proper development." Additional proposals dealt with fire, health and law enforcement functions.

The final recommendations involved state constitutional and legislative changes. Ohio local governmental units are hindered by a ten-mill limitation. The study group felt that such a limitation should be eliminated altogether or home rule counties should be granted the right to provide for higher tax rates in their charters. Ohio's State Supreme Court has ruled that state legislation in certain tax fields has preempted these as a source of revenue to the exclusion of local units of government. *Metropolitan Response* calls for legislative action to reverse this decision, as has already been suggested by Ohio's Governor Michael DiSalle.

WILLIAM J. D. BOYD

New York Regional Council Asks Official Status

The New York Metropolitan Regional Council voted at its winter meeting of February 23 to seek official status as a tri-state federation of local governments.¹ The MRC, an unofficial body composed of the top elected officials of cities and counties in the New York metropolitan area, is concerned with cooperative efforts to meet common regional problems.

¹ See the REVIEW, April 1959, page 198.

The proposal authorizes the council's officers to seek legislative recognition as a permanent official advisory organization, to establish a permanent secretariat and to support itself by an annual assessment on each city and county represented of not more than one cent per resident.

Karl E. Metzger, director of Middlesex County, New Jersey, board of freeholders and chairman of the council's Committee on the Future, emphasized that the agency would "not seek operating powers," and Mayor Robert F. Wagner of New York City, the council's chairman, assured the members that formal legal status was not a prelude to "supergovernment." The newly elected vice chairman, Edwin G. Michaelian, county executive of Westchester County, New York, supported the position of Mayor Wagner and Mr. Metzger.

* * *

The New Jersey counties of Bergen and Essex cast the only negative votes on the resolution seeking legal status. Bergen County alone opposed establishment of a permanent secretariat and a per capita assessment on member units. Nassau and Suffolk Counties and the city of New Rochelle in New York, and Morristown, New Jersey, were recorded as abstaining in the vote on these resolutions. Their governing bodies had taken no action on the questions. The remaining 29 members registered their approval at the meeting or by mail ballot on all three questions, except Hackensack, New Jersey, which abstained on the question of financial support.

In other action the council urged the governors of the states represented to establish a tri-state transportation agency empowered to "negotiate means to preserve existing commuter service."

In the report of its Traffic and Transportation Committee, which received council approval, the question of the Port of New York Authority's responsibility for rail commuter service was raised.

The committee recommended that, "before the two states [New York and New Jersey] act on any new project proposals by the Port of New York Authority, a thorough examination and investigation by the two state legislatures be made of its functions, responsibilities and activities to ascertain how it might be made more responsible and responsive to the needs of the areas it serves."

Resolutions were adopted requesting federal assistance on the urban commuter problem, on the study of the need for and location of additional airport facilities and for an expanded ten-year urban renewal program.

Reports were unanimously adopted concerning water supply, water pollution and recreation studies being undertaken by committees of the council.

After noting that some local units had indicated opposition to legal status for the council, considering this "a step toward supergovernment," the *New York Times* stated editorially:

"We think this a very remote danger. What we regard as a more likely danger is that the council will, in spite of being better equipped as time goes on, remain weak as a political or governmental force. Having a permanent secretariat, having a fund and staff for research, should improve usefulness, give a sounder base for action. But before the council can win the respect of the various legislatures and of Congress it will have to have more than legal status; it will have to make decisions that deserve public respect, as being something more than pious petition, impractical theory, practical politics and resounding phrase.

"The Metropolitan Regional Council is intended to meet a need created by urban spread. Our legislatures as they act on—or ignore—metropolitan problems ought to hear from some agency at the heart of these problems that can speak with authority. The sum of all the wisdom of the elected officials of metropolitan

counties, towns and cities as expressed in the council should be greater than the wisdom of individual officials by reason of the research, conference and responsible unified approach that are the council's reason for being. Everyone who lives or does business in this area should wish the Regional Council constructive success."

Texas Has Commission on City-County Government

The nine-member Texas Commission on City and County Government, created by the 1959 legislature and appointed by the governor, met for the first time on January 29. Representative Ben Atwell of Dallas was designated chairman; Senator Robert W. Baker of Houston, vice chairman; and David W. Knepper of the University of Houston, secretary. The commission will study the possibility of consolidating city and county services. Vice Chairman Baker, who introduced the resolution, stated that his intention was "to study combining functions to avoid duplication. Economy was my objective."

The commission is considering whether or not to conduct public hearings and the type of questionnaire to be used in obtaining the views of local officials and interested citizens.

It was voted to seek research help from colleges and universities and such organizations as the Texas Research League, Texas Municipal League, Texas League of Women Voters and the Texas County Judges and Commissioners Association. The legislature made no appropriation to finance the commission's inquiry.

Impetus for establishment of the commission came from Harris County

(Houston) where a new constitutional home rule proposal for the larger urban counties had originated as a result of a study of the Houston metropolitan area completed in 1957. The amendment failed to receive legislative approval. The new study is designed to explore other approaches to the problem of city-county relationships.

Miami Transfers More Functions to Dade County

All local traffic engineering in Dade County, Florida, will become a function of the metropolitan county government as of July 1. On February 23 the metropolitan commission approved the report of its Uniform Traffic Engineering Committee making the recommendation. Establishment of speed limits and location of traffic signals and stop signs will be part of the responsibility of the metropolitan traffic and transportation department. It has been announced that the county program will require 95 persons, 50 less than the total now employed by the various municipal traffic engineering divisions.

The city of Miami has agreed to the transfer provided the county purchase the city's traffic engineering equipment and employ city personnel used in its program.

In other action Miami has given formal approval to the transfer of the penal functions of the Municipal Court to the Metro Court. Also the city will transfer its jail and stockade operations to the county by sale or a lease agreement.

Transfer of other Miami city functions to the county is under consideration. These include the city's publicity program and its water and sewer department.

County Government

Clyde F. Snider, Editor

Milwaukee County Gets Executive

Elected Administrator To Take Office in May

IN April the voters of Milwaukee County, Wisconsin, choose a chief executive officer, adding another to the growing list of urban and suburban counties provided with elective executives. The provisions of a 1959 act of the Wisconsin legislature establishes the new office in counties having populations of 500,000 or more, a classification which at present includes only Milwaukee County.¹

The county executive is elected for a four-year term and will take office on the first Monday in May. His compensation is to be fixed by the county board of supervisors at least 90 days prior to each election to fill the office and may neither be increased during the term of office nor decreased during the term without the incumbent's consent. Compensation of the first incumbent has been set by the board at \$17,000 per year.

The executive may be removed from office by the governor, after a public hearing, for inefficiency, neglect of duty, official misconduct or malfeasance in office. Any vacancy is to be filled by appointment by the chairman of the county board, subject to confirmation by the board, from among the electors of the county.

Powers and duties of the county executive include: (a) Coordinating or directing, by executive order or otherwise, all administrative and management functions of the county government not otherwise

vested by law in boards or commissions or in other elected officers; (b) appointing, subject to confirmation by the county board, department heads and members of boards and commissions; (c) appointing an administrative secretary and such additional staff assistants as the county board may provide; (d) annually, and otherwise as may be necessary, communicating to the county board the condition of the county and recommending to the board for its consideration such matters as he may deem expedient; and (e) submitting an annual budget to the board.

The statute establishing the office provided that appointment of department heads should not require confirmation by the county board and that the executive should have a veto power over board ordinances and resolutions, including an item veto in the case of appropriation measures. The Wisconsin Supreme Court, however, in a test case wherein the court sustained the act in other respects, declared by a vote of four to three that these provisions were unconstitutional.²

Wisconsin's constitution provides that "the legislature shall establish but one system of town and county government which shall be as nearly uniform as practicable." In enacting the invalidated provisions, said the court, the legislature "established an independent executive branch of government with veto power over the acts of the county board and thereby created a check and balance system for counties having a population of 500,000 or more in violation of the constitutional mandate requiring but one system of county government for the state." The invalidated provisions, the court concluded, were severable from the

¹ *Wisconsin Session Laws*, 1959, Chapter 327.

² *State ex rel. Milwaukee County v. Boos*, 99 N.W. 2d 139 (Supreme Court of Wisconsin, November 3, 1959).

remainder of the statute, which still constituted a complete law with a reasonable purpose and can "serve as an important factor in the orderly growth and development of a county."

The portions of the statute thus sustained do no more than provide reasonable variations within a single system in order to take care of the needs of a large metropolitan county. This holding appears to be in line with the earlier practice of permitting the legislature to classify counties on the basis of population and in this manner to allow reasonable variations from general forms in the case of Milwaukee County. Since 1907, for example, the board of supervisors in Milwaukee County has consisted of members elected from state assembly districts rather than from townships and municipalities as in other counties; and the legislation establishing this different method of electing supervisors, while leaving the powers and duties of the board unchanged, has been sustained by the courts.

* * *

At the time the bill to establish the county executive was before the legislature for consideration, some persons expressed doubt concerning the constitutionality of certain portions of the proposal, particularly the veto provision. In an effort by proponents of the plan to establish a clear constitutional basis for the veto power, a proposed constitutional amendment to confer veto authority upon the Milwaukee County executive was introduced in the 1959 session of the legislature and given first legislative approval. If the proposal is given second approval by the 1961 session, it will then be submitted to popular referendum.

All in all 1959 appears to have been a banner year for Milwaukee County. As has been pointed out by Avery Wittenberger in the *Milwaukee Journal*, provision for a county executive was

only one of numerous accomplishments in the direction of progress.

Included among other major improvements were: (a) Installation of a new accounting system utilizing modern machines, (b) establishment of a new department of centralized purchasing, (c) improvements in budgetary procedures, (d) centralization of photographic and duplicating activities and (e) legislative authorization for microfilming of county records. The Citizens' Governmental Research Bureau and the City Club of Milwaukee supported county officials in bringing about these administrative improvements.

Counties Recognized in Intergovernmental Relations

The expansions of services by all levels of government which have been undertaken to satisfy demands stemming from social, economic and technical upheavals have occurred to a great extent through a new framework of cooperative federalism. Within this new framework, units of government at each level have carried a portion of the service load in cooperation with units at other levels.

This growing utilization of intergovernmental cooperation has provided the basis for many concentrated attacks upon public problem areas. Yet, because of the scope of the problem areas and the number and variety of governmental units involved, intergovernmental cooperation has been plagued by additional problems of duplication, jurisdiction, financing, accounting and administrative responsibility.

Counties in particular have felt the weight of the problems associated with intergovernmental relations. In many sections of the country, county responsibilities for providing services have increased at a much faster pace than those of other governmental units. This is a rather natural evolution. Because of the metropolitan area nature of many new public

problems only the county has sufficient geographical scope to provide services for the entire problem area. Many counties have been able to utilize a number of types of interlocal cooperation to assist in meeting their increased responsibilities. Above all, counties have required federal and state assistance, especially in such public problem areas as highways, public health and public welfare.

The need for counties to receive federal and state assistance in assuming their enlarged responsibilities has led to a certain amount of confusion in the operations of cooperative federalism. Position, status and relative autonomy of counties in their relations to the federal and state governments present administrative problems which detract from the success of county services.

* * *

The Hoover Commission, the Kestnbaum Commission and the House Intergovernmental Relations Subcommittee all recognized the magnitude and importance of county involvement in intergovernmental relations and the importance of allowing counties to have a voice in these relations. One of the reasons why the new permanent Advisory Commission on Intergovernmental Relations was established was to provide this voice.

By providing that three of the 26 members of the advisory commission were to be county representatives selected by the President from a panel submitted by the National Association of County Officials, Congress has recognized county importance in intergovernmental relations, has strengthened the role of counties in those relations and has provided an arena for research and discussion which may bring about the type of intergovernmental cooperation which will permit counties to carry out adequately the services which their present responsibilities require them to perform.

CHARLES A. JOINER
Michigan State University

California CAO's Increase

On December 1, 1959, Kings County, California, became the 36th county in that state to be provided with a centralized management position. The new office in Kings is known as "administrative assistant" to the board of supervisors.

According to the *News Letter* of the County Supervisors Association of California, CSAC's assistant general manager, Vince Cooper, has recently completed a survey of the state's chief administrative officer counties. The survey reveals that 28 counties have established their administrators by ordinance, two by resolution, four by charter and two by charter and ordinance. Four counties pay their CAO's between \$8,000 and \$10,000, ten between \$10,000 and \$12,000, five between \$12,000 and \$14,000, four between \$14,000 and \$16,000, five between \$16,000 and \$18,000, one between \$20,000 and \$22,000, five between \$24,000 and \$26,000 and two between \$28,000 and \$30,000.

Westchester Supervisors Approve Charter Changes

The board of supervisors of Westchester County, New York, has taken steps to implement some of the recommendations of the county's Charter and Administrative Code Revision Committee.¹ In approving a part of the changes recommended by the revision committee the board directed its legislative committee to prepare appropriate measures for action by the state legislature.

Merrill Folsom reports in *The New York Times* that the changes endorsed by the supervisors are "largely technical clarifications and modernizations." They "would set up the Westchester Community College and the Mental Health Board as county departments, convert

¹ See the REVIEW, January 1960, page 36.

minor departments into divisions of big departments, permit only an experienced civil engineer to become commissioner of public works and speed the calling of meetings."

At a public hearing before the supervisors, the president of the local League of Women Voters expressed regret that the board was not yet prepared to act on certain more important recommendations. Regret was also expressed over the fact that the revision committee had not yet submitted its recommendations concerning the county board, where rapid population growth is rendering more and more acute long-standing inequities in representation. The county's 45 supervisors represent from 2,200 to 69,000 constituents each.

Ohio Establishes County Records Commissions

The housing of public records has long been an acute problem in many counties and tends constantly to become more serious. An attack on the problem was made in Ohio in 1959 in the form of legislation designed to relieve growing congestion in county courthouses.

For each county there is established a county records commission under the chairmanship of the president of the board of county commissioners. Other commission members are the prosecuting attorney, auditor, recorder and clerk of the court of common pleas. It is the duty of the commission "to provide rules and regulations for retention and disposal of public records of the county and to review records disposal lists submitted by county officers." Records on disposal lists are to be such as "have been microfilmed or no longer have administrative, legal or fiscal value to the county or to the citizens thereof."

When records have been approved by a county records commission for disposal, a list must be published in three successive issues of a local newspaper and a copy of the list must be sent to the

State Bureau of Inspection and Supervision of Public Offices. If the bureau disapproves the action of the county records commission in whole or in part and so informs the commission within a period of 60 days, the records concerned will not be destroyed.

Before the records are destroyed, notice must also be given to the archivist of the Ohio Historical Society, who has 60 days within which "to select for custody or disposal such records as may be deemed to be of continuing historical value."

Wisconsin Counties Expand Park Areas

Wisconsin's county park resources are growing significantly but still fall far short of meeting recognized recreational standards. This is the conclusion to be drawn from a recent survey by the Wisconsin Department of Conservation and reported in *Wisconsin Counties*.

During the 1950s, county-operated rural park facilities were enlarged by more than 40 per cent; yet at the end of the decade only ten of the state's 72 counties provided the ten acres of park land per 1,000 inhabitants which recreational specialists regard as a minimum. If state recreational forests and parks and national parks are included in the available park acreage in rural areas, at least 27 counties still fail to meet the recognized minimum.

All told, 45 Wisconsin counties now have some kind of a rural park system under county sponsorship, aggregating 33,600 acres. Several counties report planning programs under way which include park planning. Some counties have found it advantageous to combine county and municipal park operations, joining in the employment of personnel and sharing management and maintenance costs. Still other counties expect to promote more fully the recreational potential of their county forests. These large tracts, even if not utilized today, represent important reserves for park and recreational development in the future.

Maryland Governor Cautious in Message

**Wants No Tax Increase,
Says Revenue Sufficient**

GOVERNOR J. Millard Tawes recently presented a lucid but cautious budget message to Maryland's legislature. In it he stated the general principles of budgeting in broad terms, noted the possibility of disrupting developments in the months ahead and avoided recommending tax increases. Like other such documents presented this year, the message took notice of a widely forecast economic dip and then ignored it in policy recommendations. In effect the governor would live off accumulated surplus and await developments.

The governor said the picture painted by experts is that all is well in this best of possible worlds but that prudent men become watchful and cautious when the idea gets around that "all's right with the world." Farmers call a perfect day a "weather breeder" and "seeing one, begin scanning the horizon for the first signs of a brewing storm." Economic experts, he noted, have already begun to speak of a possible "tapering off" this year or even a recession in 1961, periods covered in part by the budget the governor recommended for 1960-61.

The message asserted that an effort had been made to balance the fiscal resources of the state with the needs of the people. Some programs have been added, others curtailed. The governor said he was committed to the elimination of waste, that his budget was not an austerity one and that it was not his policy to subordinate legitimate human needs to the impersonal demands of the balance sheet. General fund increases he

attributed to inflation and the rapidly expanding population.

Governor Tawes noted that the legislature would be subject to pressure by special groups seeking a disproportionate share of state funds and urged the legislators to resist pleas that, if granted, would create an unfair and economically unsound allotment of taxpayer funds. He said that "additional taxation is unthinkable so long as revenues the state is receiving are sufficient to defray all necessary and essential governmental services."

The governor recommended total fund appropriations of \$476.8 million, up \$40.2 million or 9.2 per cent over the 1959-60 appropriations. General fund appropriations in the amount of \$232.8 million were recommended, up \$28 million or 13.7 per cent over 1959-60. Requests by departments were cut \$12.7 million according to the governor.

The increases would be financed by surplus and estimated surplus. At the end of 1958-59 there remained a general fund surplus of \$11.9 million which, together with \$10 million estimated to be available at the end of 1959-60, would produce a total of \$21.9 million. Taking account of the rise in revenues expected for 1960-61, the budget foresees a gap of \$9.7 million which would be filled from surplus, bringing that total down to \$12.2 million at the end of 1960-61. The governor recommended that \$12 million of this be appropriated to a revenue deficiency fund to be available for 1960-61 if needed or, if not, to be available for 1961-62.

Without taking account of the prospective economic dip, however, the governor still saw clouds on the horizon. If the general fund budget continues to rise at past levels he said it would be about \$249 million for 1961-62, which would

be about \$20 million short of anticipated revenues. If the \$12 million remained in the revenue deficiency fund after 1960-61, it could be expected to do much to offset the prospective 1961-62 gap.

Obviously, however, if the recession or economic dip referred to at the outset of the message should occur, and if it should cut into estimated general fund revenues, the 1961-62 gap could become wide enough to necessitate tax increases. And most economists would probably tell the governor that living off surplus in times of prosperity and raising taxes in times of recession not only harks back to the 1930s and before but is contrary to the counter-cyclical tax policies they have been urging governments to consider for more than 25 years.

For the 1960-61 fiscal year the governor recommended increases in teachers' salaries and retirement benefits totaling \$4.3 million, and increases of \$2.3 million for state employees. He recommended an increase of \$5.6 million in appropriations for the Department of Health, including \$3.6 million to improve medical care services.

He stated that Baltimore City hospitals were included in the in-patient medical care program for the first time and that this inclusion would aid the city in its present financial difficulties, "remove a financial discrimination against the city that has existed up to now" and benefit all the general hospitals of Baltimore.

Other programs for which added financial aid were recommended included public welfare, civilian defense and higher education. The governor recommended capital appropriations for acquisition of parks, construction of mental health facilities and higher education facilities.

New York Governor Urges Park Bond Issue

Governor Nelson Rockefeller has urged the New York legislature to approve submitting to the people a bond propo-

sition to allow the state to borrow up to \$75 million to provide park and recreation facilities. In doing so he transmitted a report of the state's Conservation Department made in cooperation with the State Council of Parks. The recommendation was praised as "timely and farseeing" by the New York Regional Plan Association. Not only does it attempt to do something about a problem while there is still time but it recognizes that government is the only organ which can assure that such future needs are met.

The governor noted there is an increased demand for recreational facilities in our society stemming not only from population growth but also from increased leisure time, growth in popularity of outdoor recreation, growing length of vacation time and increased mobility provided by the automobile and superhighways. He also pointed out that even if in future years society is willing to pay the increased cost for acquiring park facilities, it would find that much of the land now available for such purposes would have been rendered unfit. The basic step, he said, is the immediate acquisition of open lands, requiring substantial capital outlays now but imposing no important current costs. Park lands, he noted, are not depreciable and once acquired do not have to be replaced over a period of years.

In order to meet the problem the governor urged the legislature to authorize putting the bond issue on the November ballot. The legislation specifies that \$35 million of the \$75 million would be allocated for state recreation purposes and the remaining \$40 million for cities, counties and towns for local parks. In the case of acquisition of park lands by municipalities 75 per cent of the cost would be paid by the state from bond funds and the remaining 25 per cent by the municipality.

The legislation would provide a source of revenues for the amortization of bonds.

Fees and other charges paid by the public for use of state camping and recreational facilities would be set aside in a special account and would be used to meet principal and interest on the bonds. The bonds, however, would be state obligations and not revenue bonds of the type some states have attempted to employ for similar purposes.

Comment on the proposal was highly favorable at the outset. Some observers noted that land acquisition programs required considerable advance planning in order to be carried out effectively and economically, pointing to the tardiness of much of the acquisition of land for the present highway program with its incumbent high cost.

Robert Moses, chairman of the State Council of Parks, said that there is no cheap or easy solution to the problem of park land acquisition and that "there is no time left for debate." He stated that "while artistic renderings of academically planned cities, complete with circumferential belts of green, come off the press in steady succession, without follow-up or realization, the developers of subdivisions and shopping centers are cutting up and loading the last available acres of open land with costly improvements."

The New York Regional Plan Association noted that the last generation "acquired parks at four times the rate we are doing today and we can no longer expect to rest content with parks acquired through the vision of our predecessors."

States Relying On Income Tax

Growing state reliance on income taxation is seen by two students of tax administration. In *State Income Tax Administration*¹ Walter W. Heller of

the University of Minnesota and Clara Penniman of the University of Wisconsin point out that major income tax increases or new tax withholding systems have been passed by seventeen state legislatures in the last two years.

The individual income tax is now "a truly impressive revenue producer" in some states. In 1958 Oregon collections equalled 29 per cent of the federal tax collection in the state and eleven other states collected amounts equal to at least 10 per cent of the federal collection within their borders.

A major reason for the increasing importance of income taxation is the present phase of development of the American economy. In an expanding economy, the authors note, income tax collections increase faster than sales tax collections, by 1.7 per cent for each 1 per cent increase in gross national product compared with a 1 per cent increase in sales taxes. Improved administration also partly explains the increasing attractiveness of income taxation by states.

The authors recommend continued improvement in state income tax administration. They urge greater federal-state and state-state cooperation in tax audits, noting recent agreements by Minnesota and Wisconsin with the United States Internal Revenue Service. They suggest that larger states explore New York's machine auditing system and they recommend for all states a pre-audit system like Minnesota's and an audit control program like the federal government's. Withholding is recommended for states "with seriously inadequate tax administration" to bring "immediate improvement." Withholding will be particularly useful as more persons move from state to state, because it introduces them to income tax requirements as soon as they get a job.

More research on management and tax systems is recommended. Where research is being conducted, results are said to

¹ Public Administration Service, Chicago, 1959. 293 pages.

be excellent. Though "the consensus among administrators is that 90 to 95 per cent of taxpayers tend to be honest" if taxpayers get the feeling that enforcement is "feeble" they will consider "it no great misdeed to under-report" income. One indication is that more persons pay taxes on non-wage income after a withholding system assures that wage taxes will be collected.

The authors contend that every state has a satisfactory economic base for an income tax and effective administration is possible "in widely varying settings."

Kentucky Adopts Sales Tax, Passes Bonus Debt Plan

The Kentucky General Assembly has enacted and the governor has approved a measure to provide a 3 per cent retail sales tax and to reduce somewhat the personal income and minor excise taxes. The net new revenue should approximate \$65 million dollars (estimate for 1960-61).

The measure was enacted before presentation of the executive budget and hence before General Assembly review of expenditure needs. This budget-making policy was based not on a legislative study of revenue needs but exclusively on the administration recommendation independent of an expression on anticipated expenditures.

From the start, however, a part of the revenue—perhaps a third of the sales tax yield—was designed to provide debt service on military bonus debt to be issued. In mid-February it was announced that some of the additional net

revenue increase (including estimated higher yield of old taxes) will be devoted to common schools (over \$50 million annually) or about 62 per cent above record appropriations for 1959-60. It is announced that higher education will receive added support amounting to more than \$16 million. The executive budget, submitted after the legislature passed the sales tax, confirms these announcements.

The Kentucky tradition is that appropriations approved by the General Assembly are usually substantially as recommended by the executive, especially in the earlier part of the latter's term. Thus, sharp increases in the support of social services are freely forecast throughout the state.

Also enacted and signed is a bonus-debt measure which authorizes so much debt as may be necessary to pay a maximum bonus of \$300 to veterans who served in the United States only and of \$500 to those who served overseas. The actual amount payable will be \$9.00 per month for United States service and \$15.00 a month for overseas service.

JAMES W. MARTIN

Bureau of Business Research
University of Kentucky

MFOA Conference Set for June

The Municipal Finance Officers Association of the United States and Canada has announced that it will hold its 54th annual international conference in New York City June 5-9, 1960, at the Statler Hilton Hotel.

Watershed 'Vox Populi'

Grass Roots Drive Gets Dams for Cameron, W. Va.

THE book says a watershed is just a piece of land draining into a common stream or lake. Whatever the physical law says, West Virginians have proved it also takes people to make a watershed—especially a watershed project such as Upper Grave Creek in Marshall County. The creek rises half a mile inside Pennsylvania. Then it drains 5,000 acres of typical West Virginia dairy-beef-and-sheep farmland before plunging into the Grave mainstream fifteen miles below Wheeling.

At Cameron, the only town on the watershed, a half dozen steep little tributaries join Upper Grave. Here is a bottleneck, a traffic jam for water every time it rains. Flash floods have often roared down Main Street. Damages to stores, businesses, factories and public utilities average \$90,000 a year.

Some 1,700 residents took it on the chin regularly, then got an uppercut from another type of water problem. Supplies for home and industry ran thin as the town grew and wells in the nearby hills went dry each summer. Tank trucks volunteered by a milk company brought emergency water from Clarksburg. But townfolk began to pack up. Curtains for Cameron was the way it looked.

Like a sheriff's posse riding to the rescue, the U. S. Congress suddenly passed the small watershed act (Public Law 566). It offered federal help in flood protection and land improvement. Except for a string or two, it looked tailor-made. One big string was that the rules required local folks to kick in a reasonable share of

the cost and work. Just how much would Cameronites share? That was still the question when a project was approved through channels of the Northern Panhandle Soil Conservation District.

Initial pleasure gave way to pain and frustration as Cameron's officials became bogged in getting easements, issuing bonds and raising funds. Dreams of dams that would hold back flood waters and create much needed reservoirs began to fade. Official hopes were nigh collapse.

And that's exactly where ordinary citizens took over. Starting from the grass roots, the people of Cameron reorganized their faltering city planning commission; they incorporated it to give it legal teeth. Watershed promoter and local banker Frank Walker was made president.

At election time Cameronites upended the city council, putting in four pro-watershed members in one sweep. In the same move the new council made Richard Burley, garage-man, the community's new mayor. Burley was known to be sick and tired of floods and shortages. All new officials were elected on write-in votes only.

The renovated council took one look at anticipated bills for the project and decided on a water tax increase. The rise was the first in 57 years. Even when the basic rate jumped from \$.90 to \$2.30 a month, few complained.

Planning commissioners launched a fund-raising campaign of their own, enlisting bankers, firemen, service clubs and all public spirits up and down the valley. In a whirlwind 10-day push 42 members of the Cameron fire company collected \$26,000 in cash and pledges from the town's 600 families. Their goal had been only \$15,000.

The Business Men's Association too dug into its pockets when its president,

druggist Fred Newcome, told its members, "We all know that business has fallen off since floods and droughts have hit us. Let's do all we can to see this project through." Hardware store owner Herb Carmichael stood up and vouchsafed, "My store is out of the flood area. But I know I won't have a business unless I back this thing."

Other individuals offered their special talents to help share the load. Edward T. Monroe, manager of the Cameron Tool & Supply Company, donated his artistic ability. He turned out a cartoon-style map and fact sheet that built up popular support and participation.

* * *

Two local school teachers tackled the immense task of drafting the watershed work plan, a weighty document of statistics, charts and technical data, based on recommendations of the U. S. Soil Conservation Service. It consumed long hours of volunteer time on the part of Miss Amy McCardle, who handled Cameron's first grade, and Mrs. Ray Freeland, high school English instructor.

Luckily for Upper Grave residents farmers also joined the project interest. Those cooperating with the Northern Panhandle Soil Conservation District owned more than two-thirds of the watershed acreage. They had already started practices that neutralize swift runoff water from the hills. Most readily agreed to step up their conservation efforts and grant easements wherever dam construction was needed.

The first dam was built on Jack Bartrug's farm, one of 53 in the watershed area. At the outset Jack greeted the engineers: "I've seen the damage these floods do. If your dam will put a stop to it, I'm all for it." Bartrug's and another dam built about the same time headed off floods twice within a period of months.

It's a proud scoreboard that Cameron displays currently: Five of seven planned

earth dams are now complete. One of these has a direct connection to the city fire hydrant system. Another and by far the largest will soon supply water to Cameron as well as aid flood protection. Two more dams and three and one-half miles of channel improvement inside the city limits are all that remain to complete the project.

The tab? A total of \$553,000 is estimated. The federal government's share is \$350,000. The people of Cameron have already served notice that the remaining \$203,000 is on the way.

Their actions speak louder than words.

GORDON S. SMITH

Soil Conservation Service
U. S. Department of Agriculture

Kansas City Will Try Again

In Kansas City, Missouri, the Citizens Association is already planning its campaign to regain control of the city council at the municipal election in 1961. At the last election, in March 1959, the association for the first time in nineteen years failed to elect a majority, losing to a Democratic coalition.¹ Since then there have been mass resignations and firings of the chief officials of the city beginning with City Manager L. P. Cookingham. Their places have been filled for the most part by political appointees.

Says Edward S. Biggar, chairman of the Citizens Association, in its February issue of *The Citizen*: "If we wish to restore nonpartisan, merit system government to this city we must be prepared to build a volunteer organization which can compete on even terms at the next election with a seasoned political machine which will be well financed and fully manned . . . We must build our own district,

¹ See the REVIEW, May 1959, page 267, and July 1959, page 379.

ward and precinct organization upon a permanent basis and independent of any national party affiliation."

The same issue of *The Citizen* says:

"Let's get it settled here and now. . . . We are very bad losers.

"We hate to lose the accomplishments of nineteen years of professional non-partisan government to factional politicians. We hate to lose trained city personnel to unqualified and in many cases disinterested replacements. We hate to lose the ideals of the charter of Kansas City and a city manager form of government. And most of all we hate to lose the future of Kansas City

"Yes, we indeed deserve our label of bad losers. We are such bad losers that we plan to watch every move within our present city administration with concern, to continue to encourage every taxpayer to become a better citizen by being aware of the existing situation in this city and to condemn every action that is not for the benefit of the people of Kansas City."

Citizens for Michigan Report Progress

Executive Director Ralph W. Conant of Citizens for Michigan¹ reports that as of the end of March twenty rallies had been held in fourteen regions with a total attendance estimated at 7,000. Over a hundred chapters have been organized with a paid membership of 3,400.

Three state study committees have been formed—on state services, state finance and state organization. The first and last of these have completed phase one of their work—the definition of problems to be studied in their respective areas. Both committees have issued a preliminary "statement of the problem" for study and comment by the local chapter study groups working in the same areas. The organization's executive committee has issued a research memorandum recom-

mending "priority questions" for consideration by the committees, together with a bibliography.

On February 20, a statewide conference of local chapter officers and study group leaders was held for orientation and guidance in the three-study area. Among the speakers was Chairman George Romney, president of American Motors.

Destroying the Link Between Crime and Politics

Citizens of Greater Chicago arranged a series of Wednesday evening meetings, beginning February 24, devoted to the topic "Destroying the Link Between Crime and Politics Through Citizen Action." The organization has distributed a "Citizen's Pledge for Better Law Enforcement":

"1. Obey the letter and the spirit of the law. It is the best way to avoid corruption.

"2. Demand service and protection from your government. This is your right. Your taxes pay for that right.

"3. Offer no bribe or payoff. This breeds corruption.

"4. Raise your voice when things go wrong and show you mean business.

"5. Vote intelligently at all elections. If you don't, corrupt interests can control the vote.

"6. Uphold government service as honorable. Honest public office-holders deserve praise and support.

"7. Be active in politics. Make your party a force for better government.

"8. Work with a community or civic organization. Spark—don't spite—progress.

"9. Report violations of the law. Give information and testimony when needed.

"10. Keep informed and interested. Indifference costs too much."

Candidate Report in Demand

The Municipal League of Seattle and King County reports that there has been

¹ See the REVIEW, November 1959, page 542.

great demand for its spring primary *Report on Candidates and Issues*. Estimates for total distribution indicate an increase of 35 per cent over the same period in 1958. Some 37,500 copies have been distributed and the two Seattle dailies have also published the report. Nearly every Seattle citizen has had an opportunity to "study the background information and league comments contained in the report." Nearly two-thirds of the reports went to individuals; the rest to business firms and organizations for distribution to employees, customers and members.

Loneliest Man in Town

Indicative of the lack of citizen interest in local council and board meetings is a photograph appearing in *Tax Talk*, published by the Massachusetts Federation of Taxpayers Associations. Emil Skop, of the Brookline, Massachusetts, Taxpayers Association, is pictured attending a meeting of the town's board of selectmen amidst rows of empty benches. Nary a soul attended but Mr. Skop and, "of course, the photographer who took the picture." "Unfortunately," says the caption, "you can find it symbolic of council and board meetings and hearings at all levels."

LWV Publications

The Leagues of Women Voters of New Jersey, Pennsylvania, New York and Delaware have joined to publish a study of the Delaware River Basin, *Man and the River* (1959, 59 pages) which can be obtained from the L.W.V. of New Jersey, 20 Fulton Street, Newark 2, for 50 cents. Its purpose is to help local leagues to "evaluate intelligently any plans for future development of the Delaware River Basin." It presents a historical and physical description of the basin and contains a listing of state, interstate and federal agencies and laws concerned

with the area, all of which is of equally great value to others interested in plans for the basin.

Let's Look at Our Legislature (League of Women Voters of New York, 461 Park Avenue South, New York 16, 16 pages 20 cents) gives a brief picture of the New York legislature and the process of passing a bill.

In *Constitutional Convention—Know Fact from Fantasy* the League of Women Voters of Iowa (216 Main Street, Ames, 16 pages) sets forth the reasons for having a constitutional convention for Iowa by answering false charges about the cost, delegates and democratic control of such a convention.¹

A Constitutional Convention for Illinois, published by the Illinois League (67 East Madison Street, Chicago 2, November 1959, 11 pages, 25 cents) presents a historical review of that state's four constitutions. It also includes a bibliography and study questions to aid local leagues in their workshop discussions on the subject.

A local league, that of Brookline, Massachusetts, has prepared *Elections—What Makes Them Run?* (370 Washington Street, Brookline 46, 19 pages) giving information on town offices and local elections. It includes a calendar of board and commission meetings, extremely helpful to local voters.

ANNE K. STICH

Strictly Personal

Eric Hanson, executive director of the Cambridge (Massachusetts) Civic Association, has been appointed manager of the Legislative Department of the Greater Boston Chamber of Commerce. Andrew Antippas has been appointed executive director of the Cambridge association.

¹ See also page 190, this issue.

Institute Probes 'Con-Con' Defeat

Suggests Voting Machines Influence Election Results

IN the fall of 1958 a question submitted to Michigan voters on whether to call a constitutional convention was defeated. To pass the proposal needed approval of an absolute majority voting in the election, which was not mustered, although 57.4 per cent of those voting on the question favored it. John P. White's thesis in *Voting Machines and the 1958 Defeat of Constitutional Revision in Michigan* (Institute of Public Administration, University of Michigan, Ann Arbor, 1960, 55 pages, \$1.00) is that the increased and widespread use of voting machines was an important factor in the proposal's outcome. He uses electoral figures to make his point.

Several other factors which might have explained the vote are examined. Although there was some urban-rural cleavage, the defeat cannot be explained by the hostility of rural areas; rural voters were not sufficiently numerous or united.

During the last decade there has been a downward trend in voter participation in referenda, and on "con-con" participation was extremely low. It must be questioned, however, "why this trend began and why it reached such a peak of non-participation in the vitally important and much discussed con-con referendum."

A difference in voting behavior between the fourteen most populous counties and the rest of the state is revealed. "The voter in the heavily populated counties was more likely to vote yes if he participated in the referendum but he was also more likely to abstain from participation than his fellow citizens in more thinly

populated counties." In previous constitutional revision referenda, the participation of urban dwellers compared favorably to that of rural inhabitants.

In the fourteen largest counties, however, 86.8 per cent of the votes were registered on machines while 40.7 per cent of the voters in the rest of the state used paper ballots. In those counties where 89 per cent or more of the vote was cast on machines, only 53.3 per cent of the voters participated in the referendum. In counties using only paper ballots 86.6 per cent of those voting indicated their choice. The highest rate of participation in machine counties was below the lowest percentage attained in any of the paper ballot counties.

This evidence leads White to suggest that: (1) The increased use of voting machines was an important factor in producing the low rate of participation in the referendum; (2) The voice of urban areas was weakened in deciding the question of constitutional revision because the use of voting machines was heavily concentrated in urban areas in contrast to rural areas; and (3) when combined with the use of voting machines the referendum has not been a politically neutral device. Referenda participation in machine precincts is likely to be very low in areas populated by poorer, less educated people and much higher in areas inhabited by the more affluent and better educated.

The author probes the political and public policy implications of the trend in Michigan toward adoption of machine voting and an associated decline in the percentage of voters participating in referenda, and suggests remedies for the resulting problems—better pre-election campaigns and voter education and means of bringing proposals on the ballot or machine to voters' attention.

Seven Metropolitan Areas Studied

The Joint Center for Urban Studies of the Massachusetts Institute of Technology and Harvard University, under the direction of Edward C. Banfield, has initiated a program of research on the politics of the metropolitan areas of the United States. The significance of the Banfield study is in the creation of a depository for data on contemporary political behavior in the large metropolitan centers. The material has been gathered according to a common focus or orientation which lends itself to the comparative analysis so necessary if we are to produce generalization on urban politics.

Seven major cities have been reported on thus far and some others are scheduled for inclusion in this ambitious program. The reports are written in a common format. They reveal the demographic characteristics of the urban citizens, the relationship between governmental officials, political parties and ward organizations (by means of voting statistics on selected elections), the relationship of the city to both state and federal government, the identity and behavior of the various organized pressure groups and major issues and problems confronting the citizen as well as a bibliography of documentary references and sources.

The reports re-create some of the atmosphere in which the politics of urbanism are worked out. They offer not only the collection of statistics but the perspectives revealed in brief interviews with certain key local political leaders. The election statistics are abundant and include returns from wards in contests for U.S. senator, governor, congressman, alderman, school board and such special issues as charter revision, proposed metropolitan government and bond issues. Also included are the precinct returns on mayoralty elections. In addition, the character and organization of the wards

are analyzed briefly. The roles of the Negro, religion, labor, the businessman and the press are touched upon.

Much of the reports point up how little we know about the dynamics of urban politics and the need to concentrate on its study. It is to be hoped that the comparative experience of the research reports will be utilized by students of urban politics, whether they are practitioners searching for solutions to their own immediate problems or social scientists whose task it is to identify recurring patterns of political behavior and formulate generalizations thereon. The reports treat the cities *de nouveau*; they lack information on the history and development of the communities and the comparability of some of the available data.

The reports may be obtained by special subscription from the Joint Center at 66 Church Street, Cambridge 38, Massachusetts, for \$250. The seven available thus far are those on Cincinnati, Denver, Kansas City (Missouri) and St. Louis, by Kenneth E. Gray; Minneapolis and St. Paul, by Alan Altshuler; and Los Angeles, by James Q. Wilson. Subscribers will also receive reports now in preparation on Boston, Worcester (Massachusetts), Miami and Cleveland.

BERT E. SWANSON

Hunter College

Legislators Bound By Constitutions

Constitutional Limitations on The Legislature by Byron R. Abernethy (Governmental Research Center, University of Kansas, Lawrence, 1959, 108 pages) explores the problem of placing proper restraints on state legislative bodies without rendering them incapable of meeting the needs and demands of the mid-twentieth century. After discussing the problem and its evolution, the author outlines the basic needs of a modern state constitution, contrasts that with

existing limitations on legislative power and concludes with alternatives to constitutionally imposed controls.

Mr. Abernethy believes that state constitution-makers "might well aim to emulate the men who labored through the summer of 1787 in Philadelphia" by creating documents that are short, timeless and flexible. Involved constitutions stipulating precise procedure for the most picayune matters have led to legislative irresponsibilities and rigidities that sap state governments of the vitality needed to meet present-day problems.

WILLIAM J. D. BOYD

Chagrin Falls Area —A Case Study

A twelve-square-mile area with 5,600 people being served by four local governments is the subject of a Cleveland Bureau of Governmental Research study, *Intergovernmental Problems in the Chagrin Falls Area* (1010 Euclid Building, Cleveland 15, 1960, 45 pages, \$2.00). Attention is given to the government and services of the four adjoining communities, their joint operations and consolidation possibilities. The bureau concludes that some basic services could be extended without consolidation of the governments or redrawing of boundary lines. However, the long-term advantages of merging some small communities become apparent when the whole range of public services are considered.

Compile Southern Votes

In *Southern Primaries '58* (Governmental Affairs Institute, 1726 Massachusetts Avenue, N. W., Washington 6, D. C., 1959, 76 pages) Richard M. Scammon, with the assistance of Alice Porter Vardaman, compiles primary election figures for gubernatorial and congressional candidates in eleven southern states. The figures represent votes cast in primaries which were held from May to September in 1958 in preparation for the off-year fall elections.

Legislative Procedures

The Hawaii House of Representatives is experimenting in this year's budget session with pre-session filing of bills, a device to decrease the volume of measures introduced in state legislatures. Takaaki Izumi, in *Pre-Session Filing and Related Legislative Procedures* (Legislative Reference Bureau, University of Hawaii, Honolulu, 1960, 41 pages, \$1.00), considers this device as well as such companion measures as pre-session conferences and joint meetings by comparable standing committees in each house.

Study Tax Rules

An Illinois Legislative Council report, *Constitutional Mandates for Uniformity of Taxation* (Springfield, 1959, 43 pages), describes the rigid uniformity rule in this state, such provisions in other states, and suggests alternatives for a needed revision of the Illinois constitutional revenue article.

Surveys Local Finance

Local and State Financing in the United States and New York State by E. A. Lutz (Department of Agricultural Economics, New York State College of Agriculture, Cornell University, Ithaca, 1960, 43 pages) covers state and local government revenue and expenditures, interstate variation in tax burdens, the property tax—its weaknesses and alternatives, and federal-state-local financial relations.

Explains Housing Law

John H. Hass, executive secretary of the Metropolitan Association of General Improvement Contractors, has prepared "221"—*The Program Nobody Knows: Housing Rehabilitation and Relocation Housing Under Section 221 of the National Housing Act of 1959* (Washington 6, D. C., the association, 1959, 23 pages, \$1.00). The mechanics, requirements and difficulties encountered in operations under this program are explained, and

should be of interest to all those involved in urban renewal.

Proceedings Published

Legislative control over local affairs, public personnel training, municipal planning and public schools were the topics considered last August at the Eleventh Massachusetts Governor's Conference on State, County and Local Relations. Edwin A. Gere, Jr., has edited the speeches and remarks which are presented in *Proceedings of the Eleventh Governor's Conference* (Bureau of Government Research, University of Massachusetts, Amherst, 1960, 57 pages).

The first training course for local assessors in the state was held by the University of Texas in December 1959. The *Proceedings of the First Institute for Tax Assessors* are being distributed by the university's Institute of Public Affairs (Austin, 1959, 109 pages).

Examines State Printing

State Printing in North Carolina (Institute of Government, University of North Carolina, Chapel Hill, 1960, 30 pages) is examined by John L. Sanders in a special study for the Commission on Reorganization of State Government. The volume, cost and procedures of printing in the state and that of the General Assembly are described.

Handbook for Planners

As an aid to municipal planning board members, local planning study groups and interested citizens, William G. O'Hare, Jr., has prepared a *Handbook for Massachusetts Municipal Planning Boards* (Bureau of Government Research, University of Massachusetts, Amherst, 1959, 48 pages). He discusses such topics as the origin and content of planning, the official map, subdivision control and master plan, as well as zoning and regional planning.

Here and There

The November 1959 *Bulletin* of The Fund for the Republic reports that it has established a Center for the Study of Democratic Institutions in Santa Barbara, California. The program is an outgrowth of the fund's Basic Issues Program.

The annual summer institute in survey research techniques of the University of Michigan Survey Research Center will be held this year from July 18 to August 13; introductory courses are offered from June 20 to July 16. Those interested in further information should write the Survey Research Center, University of Michigan, Ann Arbor.

The studies assigned to the Wisconsin Legislative Council for the 1959-61 interim are briefly described in the January 1960 issue of *The Wisconsin Taxpayer* (120 South Fairchild Street, Madison 3).

A pre-legislative conference is being held in Louisiana this month, sponsored by the Public Affairs Research Council and three private colleges. The subjects to be discussed are the executive branch, the legislature and finance.

A study of the possible relationship between city manager tenure in Florida and community political stability has been made possible by a Social Science Research Council grant of \$15,750 to Gladys M. Kammerer, director of the University of Florida's Public Administration Clearing Service. Other political scientists at the university will work with Dr. Kammerer. Reason for the study is the state's high rate of turnover among city managers.

Strictly Personal

Dr. John H. Romani, formerly associate director of the Cleveland Metropolitan Services Commission, is now associate professor of Metropolitan Affairs at the University of Pittsburgh Graduate School of Public and International Affairs.

Books in Review

Party Conventions

THE POLITICS OF NATIONAL PARTY CONVENTIONS. By Paul T. David, Ralph M. Goldman and Richard C. Bain. The Brookings Institution, 722 Jackson Place, N.W., Washington 6, D.C., 1960. xv, 592 pp. \$10.

This massive volume is a continuance in a way of the five-volume study, *Presidential Nominating Politics in 1952*, developed by some of its authors under the auspices of the American Political Science Association. That study brought together from every state separate detached narratives of the usual quaint combination of muscle and make-believe governing the selection of delegates to both national party conventions of that year—a study in depth.

This volume goes back to the origins of the party conventions and with scholarly patience and objectivity relates and classifies the strains, complaints, defects and benefits of the successive scrambles for power in both parties through 1956.

The final chapter, "The Future of the Party System," indulges in mature opinion and appraisal as well as some gentle recommendations. The recently adopted Connecticut direct primary, which follows the *Model Direct Primary Election System* of the National Municipal League ("the most respected civic reform organization in the country"), is admired for its principle of making it the proper duty of party managements to offer slates of candidates, subject to possible additional nominees, requiring submission to the party voters. But the League's tentative *Model State Presidential Primary Law*, which the authors helped Florida to adopt, is criticized in detail. It should be possible to draft aspirants to enter the primary; also the numerous proportionately-split delegations the proposed law undertakes to engender might produce deadlocks. And it would be lamen-

table if candidates had to campaign in such primaries all over the country before the convention rather than merely in fifteen states as now, because of the overwhelming cost and effort of such a vast canvass.

The recent conventions are ranked as better than older ones in catering to public opinion. The necessity of catering is the prime control—"I prefer Taft but Eisenhower has a better chance of winning"—but this is dependent on continuance of a truly two-party situation.

Amen! If the country ever drifted, as half the states and cities have, into a one-dominant-party condition, the present easily controlled, unpoliced internal procedures of the parties would become an ambush.

The book is a classic and the undersigned, who served with seven others through several sessions of its advisory committee and read the chapters in manuscript as they came along one by one over three years, is proud to have been even so slightly connected with it.

R.S.C.

Party Committees

PARTY COMMITTEES AND NATIONAL POLITICS. By Hugh A. Bone. University of Washington Press, Seattle, 1958. xv, 256 pp. \$4.50.

It would be no more difficult to write a full and objective account of the Central Intelligence Agency than it is the party committees which Professor Bone has so ably tried to do. For both much if not all of what they do—their organization and operation—must be cloaked in secrecy. During the century of their existence these party organizations "have grown both in age and importance and their national offices have now become large bureaucratic establishments." Yet what do we really know about them? Most of us will know very little more

than what Professor Bone furnishes us in this modest but provocative book.

This study is largely "impressionistic"—the author's own description—"an attempt to sift contradictions, to weave together confirmations and, to a considerable degree, to evaluate hearsay and judgments of those who work within the agencies."

In this presidential election year the party bureaucracies will play perhaps the most important roles of their developing careers. Within innumerable inner sanctums and party councils important and far-reaching decisions of national as well as party policy will be made. It behooves all of us to be aware of this invisible power center in our midst and to allow our curiosity to probe beyond the point where Professor Bone's study ends.

JOHN B. WIRT
Assistant Director

Joint Committee on
Continuing Legal Education

State Government

AMERICAN STATE GOVERNMENT AND ADMINISTRATION. (Sixth Edition). By Austin F. MacDonald. Thomas Y. Crowell Company, 432 Fourth Avenue, New York, 1960. xiii, 702 pp. \$7.

This 25-year-old classic textbook gets into its sixth revision and its 29th printing, a fact which makes any critical appraisal and praise unnecessary to the author's contentment.

Civil Rights

AMERICAN RIGHTS—The Constitution in Action. By Walter Gellhorn. The MacMillan Company, 60 Fifth Avenue, New York 11, 1960. vi, 232 pp. \$4.50.

With terse precision and sharp perception this authority takes the lay reader swiftly through recent laws and court cases wherein the bill of rights has been strangely strained in its application to the modern scene.

Planning Manual

LOCAL PLANNING ADMINISTRATION (Third Edition). Edited by Mary McLean. Published for the Institute for Training in Municipal Administration. International City Managers' Association, 1313 East 60th Street, Chicago 37, 1959. xvi, 467 pp. \$7.50.

This is one of ten such encyclopedias covering various municipal departments published by the International City Managers' Association. It brings down to date the basic information re American city planning laws, practices and management, urban renewal, utilities, zoning, subdivision regulation and model ordinances. It is the prime practical manual for city managers and department heads on these subjects, developed for ICMA's training courses.

R.S.C.

Additional Books And Pamphlets

(See also *Researcher's Digest* and other departments)

Aged

SET THE STAGE FOR AGE. Proceedings of Governor's Conference on Aging, Tallahassee, Florida, October 16 and 17, 1958. Florida Council on Aging, State Capitol Building, Tallahassee, 1959. 115 pp.

Annexation

ANNEXATIONS AGGREGATING ONE-FOURTH OF A SQUARE MILE OR MORE REPORTED FOR CITIES OF OVER 5,000 POPULATION, 1948-1957. Division of Research and Statistics, Federal Housing Administration, Washington 25, D.C., May 22, 1959. 25 pp.

Billboards

HIGHWAY BILLBOARD CONTROL. Illinois Legislative Council, Springfield, December 1958. 46 pp.

Business Districts

CENTRAL BUSINESS DISTRICTS (Bibliography). By Mary Vance. Committee of Planning Librarians, 6318 Thornhill Drive, Oakland 11, California, November 1959. 56 pp. \$2.00.

Community

THE ECLIPSE OF COMMUNITY. An Interpretation of American Studies. By Maurice R. Stein. Princeton University Press, Princeton, New Jersey, 1960. x, 354 pp. \$6.00.

Constitutions

CONSTITUTIONAL CONVENTION—WHAT IT CAN ACCOMPLISH. By John Harris. (Reprinted by *The Boston Daily Globe*.) *The Globe*, Boston, 1960. 20 pp.

Directory

ALASKA CITY OFFICIALS DIRECTORY 1959-60. *Information Bulletin*, League of Alaskan Cities, Box 1764, Palmer, Alaska, December 1959. 21 pp. \$1.00.

Discrimination

INTERGROUP TENSIONS IN NORTHERN METROPOLISES. By Philip E. Hoffman. Address before the Executive Board Meeting of the American Jewish Committee, Washington, D. C., November 1, 1959. The Committee, 386 Park Avenue South, New York 16, 1959. 12 pp.

Education

COUNTY COMMISSIONERS AND THE PUBLIC SCHOOLS OF NORTH CAROLINA. By William H. Wagoner. Institute of Government, University of North Carolina, Chapel Hill, 1960. 46 pp.

Education—Finance

LOCAL PUBLIC SCHOOL EXPENSES AND STATE AID IN CONNECTICUT. Including Data for the School Year 1958-1959. Connecticut Public Expenditure Council, 21 Lewis Street, Hartford 3, January 1960. 38 pp.

WE CAN HAVE BETTER SCHOOLS. A Summary of the Statement on National Policy, *Paying for Better Public Schools*, issued by the Research and Policy Committee. By Ralph Lazarus. Committee for Economic Development, 711 Fifth Avenue, New York 22, December 1959. 22 pp.

Efficiency

IDEAS FOR A BETTER CITY. Compiled by Mary Bush. Municipal Technical Advisory Service, Division of University Extension, University of Tennessee, Knoxville, in cooperation with Tennessee Municipal League, December 1959. 29 pp.

Government and Science

PERSPECTIVES ON GOVERNMENT AND SCIENCE. *The Annals*, American Academy of Political and Social Science, 3937 Chestnut Street, Philadelphia 4, January 1960. x, 138 pp. \$2.00.

Housing

WHAT YOU CAN DO. A Program for Community Leaders to Help Meet Middle Income Housing Problems in Greenwich Village. Housing Committee, Greenwich Village Association, 27 Barrow Street, New York 14. Various pages.

Internal Migration

INTERNAL MIGRATION IN THE UNITED STATES 1940-1957: A LIST OF REFERENCES. By George L. Wilber and James S. Bang. Agricultural Experiment Station, Mississippi State University, State College, October 1958. 55 pp.

Lakewood Plan

THE LAKEWOOD PLAN (Revised). City Administrator's Office, 5050 Clark Avenue, Lakewood, California, January 1960. 22 pp.

Land Records

LAND RECORDS SYSTEM IN WAYNE COUNTY. A Survey of the Feasibility of

a Merger of the Tract Index and Abstract Divisions of the Board of Auditors with the Register of Deeds Office. Citizens Research Council of Michigan, 810 Farwell Building, Detroit 26, Michigan, December 1959. 55 pp. Charts.

Land Use

THE CRISIS IN OPEN LAND. American Institute of Park Executives, Wheeling, West Virginia, 1959. 27 pp. Illus.

LAND-USE PLANNING. A Casebook on the Use, Misuse and Re-use of Urban Land. By Charles M. Haar. Little, Brown and Company, Boston, 1959, xxxv, 790 pp. \$10.

Municipal Government

BRISBANE 1859-1959. A History of Local Government. By Gordon Greenwood and John Laverty. City Council, City Hall, Brisbane, Queensland, Australia, 1959. 695 pp.

Parties

THE CONGRESSIONAL PARTY. A CASE STUDY. (The first attempt to interpret the operation of the party system in the Congress through an analysis of the votes and other features of the formal record of a single Congress.) By David B. Truman. John Wiley & Sons, 440 Park Avenue South, New York City. xii, 336 pp. \$7.50.

Police and Fire Integration

COMBINED POLICE AND FIRE SERVICES FOR MEDIUM-SIZED AND SMALL CITIES. Missouri Public Expenditure Survey, 222 East Dunklin, Jefferson City, February 1960. 16 pp. \$1.00.

Politics

SMALL-TOWN POLITICS. A Study of Political Life in Glossop. By A. H. Birch. Oxford University Press, Amen House, London E. C. 4, 1959. ix, 199 pp. 25 shillings.

Public Employment

CITY EMPLOYMENT IN 1959. Bureau of the Census, U. S. Department of Commerce, Washington 25, D. C., February 22, 1960. 22 pp. 25 cents.

Public Ownership

PUBLIC VS. PRIVATE OWNERSHIP OF THE LOCAL WATER COMPANY. Governmental Affairs and Tax Research Department, Chamber of Commerce, Gary, Indiana, January 1960. 56 pp.

Real Estate

URBAN REAL ESTATE RESEARCH. By David T. Rowlands. Urban Land Institute, 1200 18th Street, N.W., Washington 6, D. C., 1959. 95 pp.

Reciprocal Support

SUMMARY EIGHTH ANNUAL INTER-STATE CONFERENCE ON RECIPROCAL SUPPORT. Sponsored jointly by the Commonwealth of Puerto Rico and the Council of State Governments, San Juan, Puerto Rico, November 11-14, 1959. The Council, 1313 East 60th Street, Chicago 37, 1959. 24 pp.

Salaries

SALARIES, WAGES AND FRINGE BENEFITS IN MICHIGAN CITIES AND VILLAGES OVER 4,000 POPULATION. Hours of Work, Overtime Pay Practices, Holiday Pay Practices and Uniform Allowance Policy. Michigan Municipal League, 205 South State Street, Ann Arbor, February 1960. 156 pp. \$4.00.

Taxation and Finance

CITY OF PHILADELPHIA 1960 FINANCIAL PROGRAM. Budget Bureau, Office of Director of Finance, Philadelphia, 1959. 26 pp. Illus.

IN REM PROPERTY TAX FORECLOSURE. By Henry W. Lewis and Robert G. Byrd. Institute of Government, University of North Carolina, Chapel Hill, 1959. 101 pp.

STATE INCOME TAX ADMINISTRATION.¹ By Clara Penniman and Walter W. Heller. Public Administration Service, 1313 East 60th Street, Chicago 37, 1959. xiii, 280 pp. \$7.50.

Transportation

URBAN TRANSPORTATION ADMINISTRATION. By Thomas J. Seburn and Bernard L. Marsh. Strathcona Hall, Yale University, New Haven, Connecticut, 1959. ix, 134 pp.

Unemployment

STUDIES IN UNEMPLOYMENT. Prepared for the Special Committee on Unemployment Problems, United States Senate. United States Government Printing Office, Washington, D. C., 1960. viii, 432 pp. \$1.50.

Urban Development and Renewal

THE ORANGE MASTER PLAN. A TALE OF TWO CITIES—ORANGE AS IT IS—ORANGE AS IT CAN BE. An Outline for Development, Redevelopment, Revitalization. Prepared by The Orange City Planning Board with Scott Bagby and Robert Catlin. City Planning Board, Orange, New Jersey, June 1959. 60 pp. Maps, charts.

Zoning

ANALYSIS AND RECOMMENDATIONS RELATING TO THE 1959 PROPOSED ZONING RESOLUTION FOR NEW YORK CITY. By New York Chapter, American Institute of Architects. The Institute, 115 East

40th Street, New York 16, 1959. 61 pp. Charts.

CITY, STATE, AND NATION

(Continued from page 196)

in 1954, when three areas totaling 47 square miles were taken in. Another annexation election is contemplated for August 1960 involving 42 square miles to the north in Clay County. This is a subject of litigation, however.

The four areas voted on will be added to the city at different dates, as follows:

On January 1, 1961, an area of 38 square miles southeast of the city with about 22,000 residents estimated to double in population by 1980.

On January 1, 1962, an area of 68 square miles in Platte County to the northwest, with a population of about 4,000 expected to grow to 24,000 by 1980; and an area of 12.5 square miles to the northeast, surrounding the city of Birmingham and containing about 600 residents—it is expected to develop industrially rather than residentially.

On January 1, 1963, an area of 26.5 square miles to the south extending to the Cass County boundary and surrounding the city of Grandview. It has about 3,700 residents and is expected to have 7,500 by 1980.

ASPA Meets In Los Angeles

The American Society for Public Administration is holding its 1960 conference in Los Angeles, California, April 11 to 14. The general topic is "Administrative Challenges in the Space Age."

¹ For a review of this volume, see page 208, this issue.

Awards Given At Gala Affairs

(Continued from page 169)

tended to the citizens of Fargo at the evening banquet by Lloyd Hale, League regional vice president.

Many communities adopted special shields, distributed decals for car windows, made shoulder patches for police and fire personnel—all based upon the All-America theme. From Vallejo, California, to Winston-Salem, North Carolina, special newspaper supplements proclaimed their city's newly won fame.

Three midwestern communities had their banquets in early March. Each had a prominent guest as the main speaker for the evening. Alton, Illinois, was addressed by Arthur S. Flemming, secretary of health, education and welfare; Chief of Staff of the U.S.A.F. General Thomas White spoke in East St. Louis, Illinois; and the featured speaker at De Soto, Missouri, was Russell Dermont, president of the Missouri Pacific Railroad. Henry F. Chadeayne, director of Station KETC, St. Louis, was the League representative at De Soto and East St. Louis. Edwin D. Dodd, of Toledo, League Council member, presented the award at Alton. This was De Soto's second All-America Award.

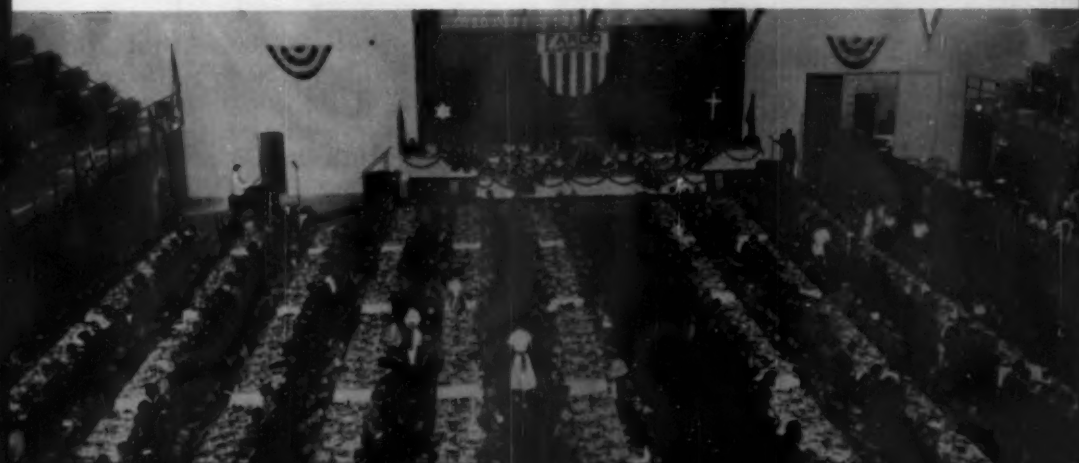
(Continued on next page)



Mrs. Ralph Maxwell, crowned Fargo All-America City Queen by Governor John E. Davis, speaks at award banquet (shown below) in the Memorial Auditorium where League Regional Vice President Lloyd Hale of Minneapolis made the presentation.



Cartoon from Winston-Salem Journal





Edwin D. Dodd of Toledo, League Council member (right), and Ben C. Vine, past president of Alton Citizens for Better Government, with certificate presented at banquet in Illinois city.

League Past President Cecil Morgan (left) and Look Publisher Vernon C. Myers presenting award to Mayor W. Fred Duckworth of Norfolk (center) at luncheon of 1,339 civic leaders held in Municipal Arena, shown below.

—Neal F. Clark and Clifton Guthrie Photos



All-America Cities

(Continued from previous page)

The city of 5,500 first was selected in 1953 for revitalizing its government.

Exposition Hall of the Solano County fairgrounds was the site of the Leap Year Day banquet at Vallejo, California, at which League Council member Harold S. Shefelman was the main speaker and made the All-America award before an overflow crowd of 900. Improvement clubs and citizens from newly annexed areas were especially invited to attend the dinner since the annexation program was instrumental in Vallejo's winning the award.

Another California community, Sante Fe Springs, the most newly incorporated among all the winners, received its plaque from League Council member Harry Krusz at a barbecue and music. The musical entertainment was provided by the school children of the city. festival attended by over 1,200 people.

The Winston-Salem Symphony opened the ceremonies at that North Carolina city's Community Center celebration that culminated an "All-America City Week." Other events had included art exhibits, a student essay contest on "Why I am proud to live in Winston-Salem" and a banquet. Speakers at the main ceremony included John S. Linen, League vice president, and William B. Arthur, managing editor of *Look*.

Governor Albert D. Rosellini addressed the Seattle, Washington, dinner honoring the Municipality of Metropolitan Seattle. Norris Nash of Oakland, California, League regional vice president, presented the awards to the eleven mayors in the area, each of whom was preceded to the dais by a small child who acted as flag bearer for an All-America City banner. Mr. Nash noted that: "This award for the first time recognizes the metropolitan concept of cooperation between a group of cities."

Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

Story of the Council-Manager Plan, 32 pages (1959)	\$.25
Charts: Council-Manager Form, Commission Form, Mayor-Council Form (14 $\frac{3}{4}$ x 22"), 50 cents each, set of three	1.00
Forms of Municipal Government—How Have They Worked? 20 pages (1958) .....	.25
Facts About the Council-Manager Plan, 8 pages (1959) .....	.05
City Employees and the Manager Plan, 4 pages (1959) .....	.05
Comments of Labor Union Leaders in Council-Manager Cities (mimeo- graphed), 6 pages (1959) .....	.10
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958)	1.00
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958)	1.00
(The two pamphlets above may be purchased together for \$1.50)	

Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 172 pages (1941)	1.50
Model County and Municipal Bond Law, 54 pages (1953)	1.00
Model County Charter, 109 pages (1956)	1.50
Model Direct Primary Election System, 46 pages (1951)	1.00
Model Investment of State Funds Law, 38 pages (1954)	1.00
Model Municipal Revenue Bond Law, 31 pages (1958)	1.00
Model Real Property Tax Collection Law, 60 pages (1954)	1.00
Model State and Regional Planning Law, 73 pages (1955)	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 63 pages (1948)	1.00
Model State Medico-legal Investigative System, 40 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957)	1.00

Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1957) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952)	3.50
Coroners—A Symposium of Legal Bases and Actual Practices, 102 pages mimeographed (1959)	2.00
Digest of County Manager Charters and Laws, 82 pages (1958)	2.00
Compilation of the 48 Direct Primary Systems, 55 pages (1958)	2.00
Guide for Charter Commissions, 48 pages (1960)	1.00
Guide to Community Action, by Mark S. Matthews, 447 pages (1954)	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 40 pages (1959) .....	.50
New Era, New Thinking—Transition to Metropolitan Living, by Luther Gulick (Reprinted from NATIONAL CIVIC REVIEW) 8 pages (1959) .....	.15
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955) .....	.50
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....	.25

Discount on Quantity Orders — Write for Complete List and Description.

National Municipal League

Carl H. Pforsheimer Building
47 East 68th Street, New York 21, N. Y.

A Guide for Charter Commissions

Revised Edition

Prepared by a National Municipal League committee of authorities, this pamphlet meets a long felt need for a pattern of action to increase the effectiveness of charter drafters.

A Guide for Charter Commissions outlines the problem clearly, sets forth the basic needs and specific steps which should be taken, warns against common mistakes and pitfalls and lists helpful materials and sources.

It is used by virtually all charter commissions. It is an essential companion to the *Model City Charter*.

Typical comment from a city of 200,000:
"Your document is most helpful to a bewildered charter commission member."

1960, 48 pages, \$1.00

National Municipal League

47 East 68th Street

New York 21

Latest Word On the Council-Manager Plan!

It's a pleasure to announce that two of our most popular works on the council-manager form of local government are now available in new, revised editions.

The Story of the Council-Manager Plan

27th Edition, 32 Pages, 25¢. (Contains a directory of 1,652 places where the plan is in effect.)

Manager Plan Abandonments

5th Edition, By ARTHUR W. BROMAGE, 40 Pages, 50¢.

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Indispensable tools for the conscientious civic worker, state and local official, political scientist and newsman.

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